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Lucica **MATEI**

# Romanian Public Management Reform

## Theoretical and Empirical Studies

■

*Volume 2. Civil Service*

■



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# Europeanization of Higher Education. Social Perception, Comparative Studies, Transfer of Best Practices

## 4.1. Europeanization of Higher Education in the Area of Administrative Sciences in Romania. Empirical Researches Concerning the Social Impact\*

### 4.1.1. Introduction

The higher education is fundamentally changing. The change has started and it continues in various stages of society development. Nowadays, the major preoccupation of the actors responsible for education development on European level, in the context of the great processes of change, globalisation, Europeanization and knowledge-based society is to contribute to reaching the major objective of Lisbon Strategy (2002), so that the European Union becomes the most competitive knowledge-based economy by 2010.

The university has the mission to cultivate attitudes, to transmit knowledge, to train specialists in order to validate the higher education quality in the context of the political and economic imperatives that promote „a closer Union” between the

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\* Presented at EGPA Annual Conference, "Public Managers under pressure: between politics, professionalism and civil society", Study Group IX: Administration and Teaching, Milan, Italy, September 2006.



European states. Knowing and responding to the specific education, training needs, the universities respond to the EC social and economic development requirements.

In this context, more often one discusses about Europeanization as process, or as „status” of a system, geographic area, field or activity sector, public service etc. with European Union „dimensions”. Yes, it is the public service where we find also the service of education, situated in its own European area. It is under the influence of the effects of the Europeanization process by means of the European public policies – the educational policy - subject both to institutional and social effects and continuous change. Thus, the Europeanization of higher education represents the result of the political direct action. The specificity of the Europeanization of higher education is provided by the dimensions of the formal national institutional and political changes of the European Union Member States and acceding countries and it is supported by activities that apply „Bologna Declaration” (1999) on creation of a common European Higher Education Area by 2010, aimed to promote citizens’ mobility and employability, to increase the competitiveness of European higher education.

The Europeanization process of higher education has concerned politicians even since 1950s, when documents on equivalent diplomas were adopted (European Convention for equivalent diplomas (1953) and Additional Protocol (1954), European Convention for equivalent periods of the academic studies (1956), European Convention for academic recognition of academic qualifications (1959). At the same time we mention the following moments:

- Convention for recognising the studies and diplomas in higher education in the states of Europe Region UNESCO in 1979;
- The Maastricht Treaty (1992) awards to EU responsibility in education and implicit in higher education;
- The Common Declaration concerning the harmonisation of European higher education system, Sorbonne, 25 May 1998;
- Bologna Declaration on 19 June 1999 on defining the „European Higher Education Area”;

- The Prague Communiqué of the ministers responsible for higher education, 2001;
- Communiqué of the Conference of ministers responsible for higher education, Berlin, 2003.

Yes, our purpose is not to try to present models and concepts from the specialised literature on the Europeanization, its dimensions and effects but to identify some effects of Europeanization at higher education level and possible integration within a relevant indicator.

In this paper we shall try to make an analysis on what happens in the Romanian higher education area, especially in education in administrative sciences, a relative small sample, related to the educational system, concerning its Europeanization.

#### 4.1.2. Conceptual dimension of the Europeanization of higher education – Applying Bologna Declaration in the Romanian educational area

##### 4.1.2.1. Romanian legislative framework

The Romanian higher education proves openness and flexibility concerning Bologna process and its integration within the European Area of Higher Education.

***The Bologna Process***, initiated and supported both by the Common Declaration of the European Ministers responsible for education in Europe, agreed at Bologna on 19 June 1999, at which Romania is a signatory part, and by national normative deeds (*Law no. 288 from 24 June 2004* on the organization of the undergraduate studies and *Law no. 287 from 24 June 2004* on the academic consortia), is characterised by six main directions and diplomas recognition:

- a) Facilitating the compatibility and recognition of diplomas;
- b) Introducing a system based on two successive cycles;
- c) Implementing a credit transfer system;

- d) Facilitating the mobility for students, teachers and researchers;
- e) Promoting the European cooperation in the area of quality;
- f) Promoting the European dimension in higher education.

**Conventions adopted in the European Credit Transfer System and national system**

1. *Convention of allocation*: the year of study, with duration varying between 36 - 40 weeks has 60 credits allocated, 30 credits/semester, if they are equal. The credits are allocated on disciplines and activities that are independently evaluated. The credits are allocated as whole values, eventually with fractions of 0.5.

2. *Convention of standard student*: the standard student studies 40 hour/week; 1500 – 1600 is the annual workload (36 – 40 weeks). In the national system it is recommended an annual workload of 1500 hours and the allocation of a credit for 25 hours of study.

3. *Convention of awarding*: the credits allocated to a discipline are awarded integrally to the student together with the result of evaluation (mark), if the graduation condition is met.

4. *Convention of publicity*: all the elements describing the curricula and disciplines, namely the preliminary requirements, contents, objectives, credit allocation, methods of training and evaluation are public (modern, accessible and on the internet).

5. *Convention of transferability*: all the credits obtained in accredited institutions and programmes are recognized and potentially transferable in other institutions and programmes, if their contents and finality are relevant for the current programme. If the parties concluded an agreement/contract of study after ECTS model, it has legal power.

The academic autonomy has enabled to the Romanian universities to elaborate their own strategies concerning the approach of Bologna process.

#### 4.1.2.2. Structure of the education process in the National School of Political Studies and Public Administration (NSPSA)

##### *A. BA, MA cycles*

Similar with other European universities, the higher education is structured on **two main cycles** known as **Bachelor** and **Master**. In order to respond to this objective it is imperative to have a good understanding of the nature of various qualifications, the modalities and common terms of decision.

For NSPSA, taking into account the structure for higher education, the implementation of the scheme 3 – 2 – 3 meant to accept the following structure starting with the academic year 2005/2006:

No.	Area	Specialization	No. credits	Duration (years)
1.	Political Sciences*	Political Sciences	180	3
2.	Sociology*	Sociology	180	3
3.	International Relations*	International Relations and European Studies	180	3
4.	Administrative Sciences**	Public Administration European Administration	180 180	3 3
5.	Sciences of communication***	Communication and Public Relations	180	3

\* within the Faculty of Political Sciences;

\*\* within the Faculty of Public Administration;

\*\*\* within the Faculty of Communication and Public Relations.

The conception and organisation concerning the existence of a common branch for the specializations within the faculties of Public Administration and Political Sciences are adapted to the new structure so that the mentioned common branch is delivered during the first three semesters (90 credits).

In the academic year 2008/2009, the second cycle of master will have a duration of 2 years corresponding to 120 credits.

##### *B. Competence in the European framework of qualifications*

Understanding the competence as an ensemble of attributes (knowledge and their application, attitudes, skills and

responsibilities) describing the level at which a person is able to practice, to perform those attributes, two important consequences occur: the first refers to the fact that **a competence may be achieved and evaluated**, and the second to the fact that each person is competent in a various degree. The competences may be **general** and **specific**, depending on the coverage area.

**The general competences** are transdisciplinary, generalisable and they may be developed by any study programme on a certain extent.

**The specific competences** are linked to a certain area of study, they make individual a study programme related to the others. Examples of general and specific competences are presented in Annex 4.1.1 A, B and 4.1.2 (Specialization sheet/Discipline sheet).

#### 4.1.2.3. Curriculum design

The curriculum of each specialization should ensure training and developing general and specific competences related to the academic objectives (expressed in specializations) and the labour market requirements (expressed in qualifications).

The general competences may be found in the core curriculum and the specific competences in the specialised curriculum.

Consequently, in the curriculum design, the first step was to establish the corps **of general competences**, respectively **specific competences**, that each graduate is able to practice.

The next step consisted in **elaborating the packages of courses on a common branch of knowledge and specialised knowledge**, as well as the **strategies of training and developing the competences**.

From this prospect, in the curricula we find three categories of disciplines:

- a) Basic disciplines (compulsory) (Co);
- b) Associated disciplines (from related areas: economics, psychology etc.) (As);
- c) Optional disciplines (specialised) (Op).

Based on this issue, the strategy for curriculum development took into account:

a) The disciplines are progressive in the order of the years of study, starting with those providing the theoretical and conceptual fundamental issues in the very area, then those developing the specialised knowledge and the associated techniques/methods of investigation, and the third year is focused on diversification of the specialised options and achieving a research project, concluded with a graduation thesis.

b) In the first year, the basic and associated disciplines are dominant, from the second year the optional disciplines occur, they are dominant in the third year.

c) The compatibilisation with the curriculum of the same specialization or a related specialization existent in another university, recognised in the European higher education. In this respect, it was recommended to study the curricula of European universities, including the disciplines with the greatest frequency in our own curriculum;

d) Supporting with priority the possibility of mobility between the faculties within NSPSA.

The effective achievement of the new curricula has followed a series of technical details, as follows:

1) Each faculty has elaborated a list of basic, optional or associated disciplines.

2) A code was associated to each discipline:

- Faculty of Public Administration - AD
- Faculty of Political Sciences - SP
- Faculty of Communication and Public Relations - CO

completed with a number from 7 figures, as follows:

Statute	Year of study	No. Semesters	No. Credits	No. of Discipline
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>

The statute of the discipline is marked with 1, 2 or 3 when the discipline is basic, associated or optional.

In front of each code we have the number 12, corresponding to NSPSPA position in the national education system.

3) The disciplines are completed in the annual curricula, according to the model in Annex 4.1.3.

The volume of hours for each discipline, aiming the weekly activities is allocated so that 1500 represents the duration in hours of study of an academic year; 25 hours correspond to each credit.

The number of weeks of activity within an academic year is 36 weeks, and 18-22 hours represent the weekly volume of the direct activities.

#### 4.1.2.4. Measures for applying the credit system

***The Romanian accumulation and credit transfer system*** has the European Credit Transfer System as reference and it is regulated by the Ministry of Education and Research. At the university, faculties and departments level, coordinators for the accumulation and credit transfer system are appointed.

The credits and the credit allocation system, having ECTS and the national credit allocation system as reference were introduced compulsory starting with the academic year 2005/2006. They are applied integrally to the students admitted in the academic year 2004 and those assimilated. The application refers to all levels and forms of education.

#### 4.1.3. Europeanization of education in the area of administrative sciences in Romania. Empirical research and quantitative and qualitative interpretations

As revealed by numerous studies, the twin processes of Europeanization and transition provide significant opportunities for the development of public administration education in Europe and provide a possibility to further the “emancipation” of this area. In terms of Europeanization, the increasing challenges of political-administrative interaction between national administrations and the

institutions of the European Union illustrate that it is essential for Public Administration graduates to acquire an informed understanding of both the European context of policy-making and of the administrative organisation and culture of other Member States and countries associated with the EU. As a second element, the transition process in Central and Eastern European states could provide to the area of administrative sciences a further impetus to search for its own identity and approach in a European context. The research, for which we present its results, reveals the key findings on the current direction in which Public Administration education is moving in Romania in the context of integration into the European Union.

The focus on the way and degree in which the European matters are reflected in the curriculum has high priority and it is correlated with the imminent and necessary compatibilisation with the contents and methods of education specific for European higher education in the area of administrative sciences.

#### 4.1.3.1. Coverage area and methodology of research

*a. The target groups of research comprised students and graduates of the Faculty of Public Administration (FPA), as follows:*

1. *students of the academic studies of Master programmes* (full time courses and distance learning);
2. *students of the undergraduate studies* in the first, second and third year of study, “*Public Administration*” specialization and *students of the undergraduate studies* in the third year of study, “*European Administration*” specialization (full term courses);
3. *graduates of Bachelor of Arts and Master of Arts programmes* - (full time courses and distance learning);
4. *doctoral students in “Administrative Sciences”*;
5. *civil servants and employees of central and local public administration* – trainees of the short term programmes;
6. *students beneficiary of the mobility and scholarship programmes, practical stages* in EU countries – SOCRATES, ERASMUS, LEONARDO DA VINCI, UNIDEM, TEMPUS.
7. *teaching staff* involved in the reform process of higher education.



*b. Levels of academic education, represented by the target groups*

**b1. academic studies:**

A1 academic studies for Bachelor of Art degree;

B1 academic studies for Master of Art degree;

C1 academic doctoral studies.

**b2. other training forms:**

A2 short term courses

B2 short term courses within the European or bilateral programmes.

*c. Methods of research that were used:*

- Questionnaires conducted by field operators;
- Interviews at group level (graduates of the courses A2 and B2);
- Desk research (thematic analyses on curricula, comparative analyses on the academic offers, studies of the Training Center for Public Administration (TCPA) of NSPSPA, reports of the previous projects of TCPA and FPA).

The sample for the conducted questionnaires comprised a number of 500 subjects, with 450 valid respondents, and for the interviews at group level, the sample comprised a number of 60 civil servants.

The period for data collecting was January - July 2006.

**The Europeanism degree (ED)** expresses the ratio between the disciplines with European contents and the total of disciplines on semester.

In our opinion we may consider the following as specific elements for Europeanization of higher education in the area of administrative sciences in Romania, relevant to express the “Europeanism degree” (E.D.):

*1. Openness degree towards the European studies*

The variables belonging to this category are as follows:

- The disciplines having as theme one of the topics concerning the European Union;

- The weight they represent in the total of the disciplines as compulsory, associated or optional disciplines;
- The number of hours allocated by curriculum;
- The degree of student mobility on cycles of academic studies in the European Higher Education Area;
- The degree of teaching staff mobility in the European Higher Education Area.

*2. The absorption capacity of the European funds designated to higher education*

**The variables belonging to this category are:**

- Number of institutional contracts of NSPSPA - FPA within SOCRATES- ERASMUS programme and their value;
- Number of NSPSPA - FPA projects within LEONARDO DA VINCI programme and their value;
- Number of institutional contracts of NSPSPA - FPA within “ Jean Monnet” Action and their value;
- Number of institutional contracts of scientific research of NSPSPA - FPA.

*3. Capacity to organise scientific events with European theme*

The variables belonging to this category are as follows:

- Scientific events with international participation;
- Scientific events with cyclic feature;
- Study visits and training periods for foreign students;
- National scientific events;
- Summer schools.

*4. Institutional capacity*

The variables belonging to this category are as follows:

- Number of academic staff teaching disciplines with themes on European Union;
- Number of academic staff teaching in a foreign language;
- Number of foreign students studying at NSPSPA-FPA;
- Number of students enrolled at NSPSPA-FPA at specializations of European studies.

*5. Level of interest provided by public and private institutions concerning the educational offer of NSPSPA-FPA on European Administration.*

#### 4.1.3.2. Curricular issues

Based on the analysis concerning FPA curricula, analysis aiming on one hand to emphasise the representation degree of the disciplines with theme on European Union, the number of allocated hours for the study of these disciplines and the corresponding credits, the category to which they belong as compulsory, optional or associated disciplines, the ratio between the number of allocated hours (course, seminar, laboratory, project and individual study) and total number of hours/week, and on the other hand, the resources allocated for programme delivery, the following conclusions have been drawn:

##### 4.1.3.2.1. Undergraduate studies of Bachelor of Arts degree

Undergraduate studies of Bachelor of Arts degree	"Public Administration" Specialization		"European Administration" Specialization	
	E.D. x 100%	T.C. x 100%	E.D. x 100%	T.C. x 100%
First year	1/11 → 9.09	5/60 → 8.33	1/11 → 9.09	5/60 → 8.33
Second year	1/12 → 8.33	5/60 → 8.33	8/10 → 80	55/60 → 91.66
Third year	1/11 → 9.09	5/60 → 8.33	12/14 → 85.71	50/60 → 83.33

The study on the disciplines approaching topics specific for the European Union is not significantly represented in the curriculum for the first year at the specialization of "Public Administration", a single discipline (9.09%), related to the total of the studied disciplines; in the third year, at the "European Administration" specialization, they represent 83.33% in the total of the disciplines studied in the first cycle. We mention that a common branch of study exists for the first three semesters of the first cycle for both specializations, fact revealed also from ED, in the first year being equal for the two specializations.

The subsystem of NSPSPA – FPA programmes of exchange, mobility and academic cooperation, within the Romanian national

education system is defined as compatible, comparable, clear as significance and contents. In this respect, the application of the European Credit Transfer System within NSPSA – FPA has enabled to harmonise the activities, to achieve courses, programmes and diplomas aiming their compatibilisation and similitude with the European ones.

Undergraduate studies of Bachelor of Arts degree	"Public Administration" Specialization			"European Administration" Specialization			
	CoD/ TCoD x100%	AsD/ TAsD x100%	No. hours/ Th x100%	CoD/ TCoD x100%	AsD/ TAsD x100%	OpD/ TOpD x100%	No. hours/ Th x100%
First year	1/6 →16.66	-	9/50 →18	1/6 →16.66	-	-	9/50 →18
Second year	-	1/3 →33.33	9/52 →17.30	5/5 →100	3/5→60	-	50/56 →89.28
Third year	-	1/1 →100	9/54 →16.66	5/5→ 100	1/1→100	2/8→25	52/52 →100

**Legend:**

*E.D.* = Europeanism degree = disciplines on EU topics/ total disciplines; *TC* = Transfer credits; *CoD* = Compulsory disciplines; *TCoD* = Total of compulsory disciplines; *AsD* = Associated disciplines; *TAsD* = Total of associated disciplines; *OpD* = Optional disciplines; *TOpD* = Total of optional disciplines; *No. hours* = Number of allocated hours/week to the discipline of European studies; *Th* = Total hours/week.

The disciplines with themes on European studies are progressively in order of the years of study at the "European Administration" specialization, being compulsory disciplines, with a large number of hours (89.28%) allocated to the study in classroom and individual study, in the second and third year of study.

#### 4.1.3.2.2. Academic studies of Master

The programmes of academic studies of Master are created by optimum combination of some legal, economic, managerial, social disciplines, responding to market requirements for the niche of public administration. In this respect, there are developed

Master programmes focused on specialization in European administration and European studies, with a duration of two years, executive Master programmes with a duration of one year, addressing to those involved in activities specific for public administration, with European feature, as well as to those in national public administration and Master programmes of 1.5 years with applicative feature from the perspective of developing the practical skills for the public sector.

“Jean Monnet” Action, aimed to promote and develop teaching on European integration matters is represented in FPA actions, programmes:

- Master programme: “European Public Space”, organised on 3 “Jean Monnet” European Modules: 1. “European Administrative Space”, 2. “European Economic Space”, 3. “Foreign Common and Security Policy of the European Union”;

- “Jean Monnet” Permanent Course: “EU Policies for Public Management”;

- Since this year a “Jean Monnet” Chair, “Studies on Europeanization of administration and civil service”.

The study of the disciplines approaching topics, especially from the European studies is significantly represented at the two Master programmes, each with a duration of two years: “European Administrative Studies” and “European Public Space”, the latest being conceived on 3 European “Jean Monnet” Modules.

- While at the Master programme “European Administrative Studies” we remark an increase of E.D. since the first year from 50% to 80%, in the second year of study, at the Master programme “European Public Space”, E.D. has remained constant as value of 100% during the two years of study, confirming and differentiating the contents of the study disciplines.

- Proportional with the Europeanism degree of each Master programme we remark also a proportional evaluation of the transfer credits, providing a complete overview from the perspective of the coverage degree of the hours of course, seminar, laboratory, individual study, reflected in the number of credits.

Analysing the other Master programmes that we identify in the trajectory for student professional education, as issues for the professionalisation direction, we remark the following dimensional aspects:

There are Master programmes where the European theme is not individualised on study disciplines, as it is found implicitly in their contents, (E.D. with value between 11.11% and 20%), as they are conceived on the theme of public administration, or executive Master programmes, where the representation of the European theme is up to 60% from the total of the study disciplines, being Master programmes with duration of one year.

Master academic studies	First year		Second year		Duration of the studies
	E.D. x100%	T.C. x100%	E.D. x100%	T.C. x100%	
European Administrative Studies	5/10 →50	29/60 →48.33	8/10 →80	50/60 →83.33	2 years
European Public Space	8/8 →100	60/60 →100	5/5 →100	60/60 →100	2 years
Public Sector Management	1/9 →11.11	7/60 →11.66	1/5 →20	6/30 →20	1.5 years
Executive Power and Public Administration	1/9 →11.11	7/60 →11.66	1/5 →20	6/30 → 20	1.5 years
Good Governance and European Integration	4/10 →40	25/60 → 41.66	-	-	1 year
Administrative Capacity and acquis communautaire	4/10 →20	25/60 → 41.66	-	-	1 year
Management of Public Affairs	4/10 →40	24/60 →40	-	-	1 year

- The great majority of the disciplines on European studies are compulsory disciplines, the representation degree is between 25% and 100% from the total of the compulsory disciplines, one discipline has status of “Jean Monnet” Permanent course, and a small part comprises associated disciplines, with a representation degree between 33% and 60% in the total of the associated disciplines.

- The volume of the hours allocated to the study of these disciplines is larger at the Master programmes specialised on

European studies (from 78.88% to 100%), medium at the executive Master programmes with European theme (from 40% to 60%) and lower at the Master programmes aiming the study of public administration (up to 20%).

Master academic studies	First year			Second year				Duration of the studies
	CoD/ TCoD x100%	AsD/ TAsD x100%	No. hours/ Th x100%	CoD/ TCoD x100%	AsD/ TAsD x100%	OpD/ TOpD x100%	No. hours/ Th x100%	
European Administrative Studies	5/10 →50			8/10→80				2 years
European Public Space	8/8→100			5/5→100				2 years
Public Sector Management	1/9 →11.11			1/5→20				1.5 years
Executive Power and Public Administration	1/9 →11.11			1/5→20				1.5 years
Good Governance and European Integration	4/10→40			-				1 year
Administrative Capacity and acquis communautaire	2/10→20			-				1 year
Management of Public Affairs	4/10→40			-				1 year

#### 4.1.3.2.3. The academic doctoral studies

The first cycle of the academic doctoral studies dedicated to advanced studies, offers from the total of 6 advanced study disciplines, 2 disciplines with integral European contents, the other have partial European contents, to each discipline it is allocated an equal number of credits, i.e. 10 credits. The disciplines with integral European contents belong to the category of optional disciplines, with a number of hours/week equal with that of other

disciplines, and on the whole covering almost  $\frac{3}{4}$  from the total of weekly hours.

The second cycle is conceived as period to achieve the research project with thematic areas on European studies, corresponding to 120 credits.

Doctoral academic studies	First semester		Second semester		Duration of the studies
	E.D. x100%	T.C. x100%	E.D. x100%	T.C. x100%	
First cycle: Advanced studies in administrative sciences	2/3→66.66	20/60→33.33	2/3→66.66	20/60→33.33	1 year
Second cycle: Research project				Total credits: 120	2 years

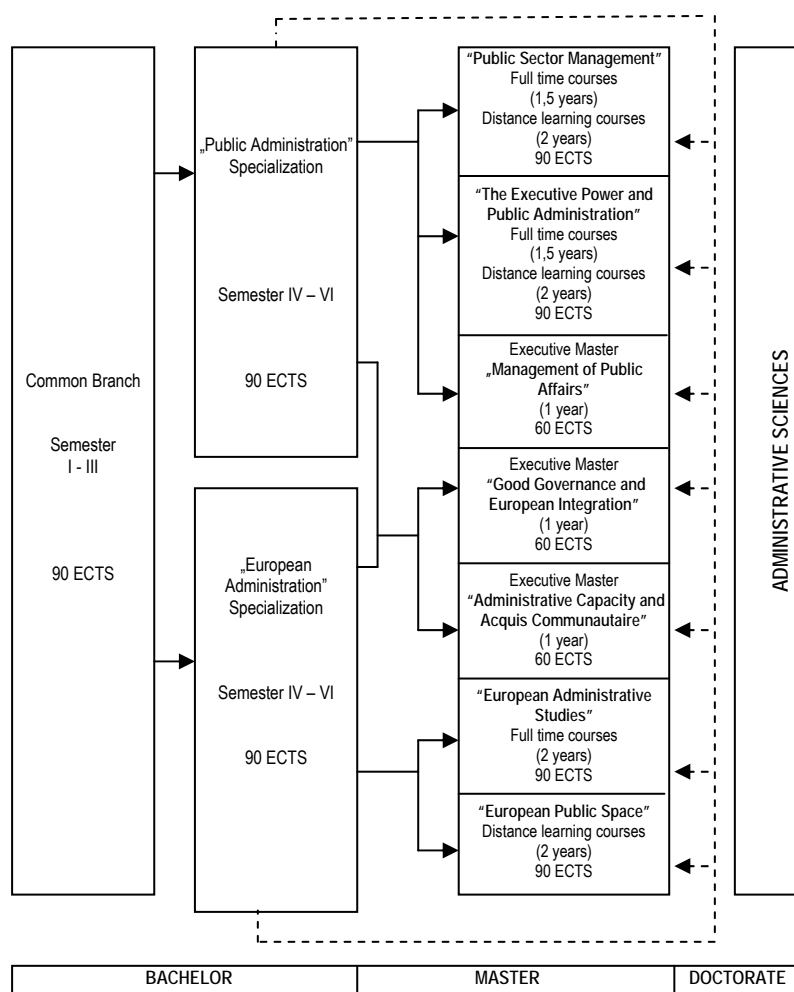
Doctoral academic studies	First semester			Second semester			Duration of the studies
	CoD/ TCoD x100%	OpD/ TOpD x100%	No. hours/ Th x100%	CoD/ TCoD x100%	OpD/ TOpD x100%	No. hours/ Th x100%	
First cycle: Advanced studies in administrative sciences	1/2 →50	1/4→25	36/54 → 66.66	1/2 →50	1/4 →25	36/54 →66.66	1 year
Second cycle: Research project	-	-	-	-	-	-	2 years

We appreciate that the FPA succeeded to impose an integrated curriculum for the graduates of “Public Administration” specialisation or “European Administration” specialisation.

We tried to respond to the fundamental questions of FPA “life cycle” and especially the new specialization of “European Administration”, that together with the specific master programmes have contributed to using the “market-type mechanisms” on the Romanian educational market, adapting it to the European



integration process and transforming it into a part of the Europeanization process (Figure 4.1.1).



**Figure 4.1.1.** Educational structure at the Faculty of Public Administration

#### 4.1.3.3. Results of the empirical research

##### 4.1.3.3.1. Questions with general feature on the public administration system in Romania in the context of integration into the European Union.

In the context of accession to the European Union, Romania records genuine changes of the public administration, perceived also by the subjects of our study, appreciating that the European integration will contribute significantly to the public administration improvement; 83.1% answered affirmatively, while 38.9% consider that the current public administration system is well organised. The respondents perceive integration into the EU as the vector to make efficient the public administration (22.9%), to make the civil service more professional, on going process (19.8%), to stimulate the access to the European funds. The alignment to European standards and European managerial requirements (35.3%), getting knowledge and promoting the European „best practices” in managing the national problems (61.8%) represent dimensions of the European integration of Romania, dimensions confirmed also by the answers concerning the need to modernise the public administration for integration into the European administrative space (92.4%). We mention the fact that 60% of the subjects are not involved in actions or activities on the European integration issue.

**On the overall, how do you assess the system of the Romanian public administration?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	very well organised	21	4,7	4,7	4,7
	rather well organised	175	38,9	38,9	43,6
	rather weak organised	221	49,1	49,1	92,7
	very weak organised	16	3,6	3,6	96,2
	not answered	17	3,8	3,8	100,0
	Total	450	100,0	100,0	

**In your view, Romania's accession to the EU will improve the Romanian administrative system?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	yes	374	83,1	83,1	83,1
	no	42	9,3	9,3	92,4
	not answered	34	7,6	7,6	100,0
	Total	450	100,0	100,0	

**Romania's accession to the EU will lead to:**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	increasing the public administration's efficiency	103	22,9	22,9	22,9
	professionalisation of the civil service	89	19,8	19,8	42,7
	transparency, openness	55	12,2	12,2	54,9
	extra financing	27	6,0	6,0	60,9
	improving the service quality	17	3,8	3,8	64,7
	others	159	35,3	35,3	100,0
	Total	450	100,0	100,0	

**In your opinion, the Romanian public administration should firstly achieve the maturity of handling its national problems?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	to a very high extent	278	61,8	61,8	61,8
	to a high extent	148	32,9	32,9	94,7
	to a small extent	11	2,4	2,4	97,1
	not answered	13	2,9	2,9	100,0
	Total	450	100,0	100,0	

**In your opinion, the Romanian public administration should concentrate on integrating into the European Administrative Space?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	to a very high extent	191	42,4	42,4	42,4
	to a high extent	222	49,3	49,3	91,8
	to a small extent	16	3,6	3,6	95,3
	to a very small extent	1	,2	,2	95,6
	not answered	20	4,4	4,4	100,0
	Total	450	100,0	100,0	

**Your daily activity assumes direct / indirect interaction with the European environment, in proportion of:**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid over 75%	78	17,3	17,3	17,3
50% - 75%	99	22,0	22,0	39,3
25% - 50%	82	18,2	18,2	57,6
1% - 25%	147	32,7	32,7	90,2
0%	43	9,6	9,6	99,8
not answered	1	,2	,2	100,0
Total	450	100,0	100,0	

**4.1.3.3.2. Questions concerning the implementation of Bologna Declaration into the Romanian higher education and relation to the requirements imposed by the European Higher Education Area**

The answers (90.4%) support the Romanian education reform and alignment to the European standards from the perspective of mutual recognition of diplomas, exams and credits for courses and creation of a common European area aimed to promote citizen mobility and employability.

**In the context of the Romanian administrative reforms, do you consider appropriate the alignment of the Romanian educational standards to those established by the EU?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid to a very high extent	220	48,9	48,9	48,9
to a high extent	187	41,6	41,6	90,4
to a small extent	31	6,9	6,9	97,3
to a very small extent	3	,7	,7	98,0
not answered	9	2,0	2,0	100,0
Total	450	100,0	100,0	

**4.1.3.3.3. Questions concerning the "European Administration" specialization**

The higher education institutions respond to the challenges concerning the European studies, fact demonstrated by including the European dimension in creating faculties and developing

specializations. Concerning the number of faculties studying the European matters we remark that from a total of 87 universities, out of which 55 are accredited public universities and 32 are accredited private universities, the undergraduate studies for Bachelor degree are organised in 18, respectively 7 faculties. The specialization on European matters is developed in the faculties of administrative sciences (12, respectively 8), political sciences (11, respectively 2), economic sciences (11), legal sciences (9, respectively 7) and other faculties (11, respectively 2).

For the second cycle – the academic studies of Master on European matters are organised in 36 faculties from the public universities and 11 faculties from the private universities.

In the Romanian academic spectrum, the “European Administration” specialization is organised only at NSPSPA - FPA, specialization set up in 2004, operational with the academic year 2005-2006, at the same time with the application of the requirements imposed by Bologna process in Romania. The opportunity of delivery and finalisation of such a specialization both in the first cycle – undergraduate studies of Bachelor degree and for the second cycle – academic studies of Master is also confirmed by the subjects of research in a percentage of 73.6%, respectively 82.9%. 70%, respectively 75.7% of the respondents are in favour to obtain the diploma for finalising the courses of the two cycles.

The specialization in “Administrative Sciences” by doctoral academic studies is necessary in the opinion of 53.8%, and 50.2% wish to finalise by obtaining the diploma of doctor in “Administrative Sciences”.

66% of the subjects wish to continue their own education by doctoral studies.

Beyond the academic education on cycles, 30% of the subjects consider also necessary the training programmes by short term courses, finalised with certificates, while around 45% have no answer.

At the same time, they (61.1%) consider necessary the continuous specialisation of the academic staff.

**In your opinion, giving the Romanian current context, a specialization of "European Administration" is necessary at the BA level?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	331	73,6	73,6	73,6
no	59	13,1	13,1	86,7
not answered	60	13,3	13,3	100,0
Total	450	100,0	100,0	

**In your opinion, giving the Romanian current context, a specialization of "European Administration" is necessary at the MA level?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	373	82,9	82,9	82,9
no	22	4,9	4,9	87,8
not answered	55	12,2	12,2	100,0
Total	450	100,0	100,0	

**In your opinion, giving the Romanian current context, a specialization of "European Administration" is necessary at the PhD level?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	242	53,8	53,8	53,8
no	65	14,4	14,4	68,2
not answered	143	31,8	31,8	100,0
Total	450	100,0	100,0	

**Are you aware of information regarding the existence of graduate and postgraduate forms of training in the area of European Administration?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	320	71,1	71,1	71,1
no	92	20,4	20,4	91,6
not answered	38	8,4	8,4	100,0
Total	450	100,0	100,0	

**Training in European related matters should finalise with a bachelor degree?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	315	70,0	70,0	70,0
no	41	9,1	9,1	79,1
not answered	94	20,9	20,9	100,0
Total	450	100,0	100,0	

**Training in European related matters should finalise with a master degree?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	340	75,6	75,6	75,6
no	40	8,9	8,9	84,4
not answered	70	15,6	15,6	100,0
Total	450	100,0	100,0	

**Training in European related matters should finalise with a Ph.D. degree?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	226	50,2	50,2	50,2
no	68	15,1	15,1	65,3
not answered	156	34,7	34,7	100,0
Total	450	100,0	100,0	

**Training in European related matters should finalise with a certificate degree?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	135	30,0	30,0	30,0
no	114	25,3	25,3	55,3
not answered	201	44,7	44,7	100,0
Total	450	100,0	100,0	

**Do you consider your studies should end with a Ph.D.?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	297	66,0	66,0	66,0
no	94	20,9	20,9	86,9
not answered	59	13,1	13,1	100,0
Total	450	100,0	100,0	

**In your opinion, how are disciplines of European nature represented at National School of Political Studies and Public Administration?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid very well represented	193	42,9	42,9	42,9
rather well represented	203	45,1	45,1	88,0
rather weak represented	16	3,6	3,6	91,6
very weak represented	2	,4	,4	92,0
not answered	36	8,0	8,0	100,0
Total	450	100,0	100,0	

**In your opinion, Faculty of Public Administration of the National School of Political Studies and Public Administration should improve its educational services on European matters by introducing new disciplines at the graduate/posgraduate level?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	235	52,2	52,2	52,2
no	92	20,4	20,4	72,7
not answered	123	27,3	27,3	100,0
Total	450	100,0	100,0	

**In your opinion, Faculty of Public Administration of the National School of Political Studies and Public Administration should improve its educational services on European matters by continuously training its professors?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	275	61,1	61,1	61,1
no	52	11,6	11,6	72,7
not answered	123	27,3	27,3	100,0
Total	450	100,0	100,0	

Including the European and international dimension by organising the “European Administration” specialisation or the master programmes with integral European contents and training by short term courses with foreign partners, some of them in English language were arguments for 88% of the subjects that evaluated very good and good the representation of the European dimension in FPA-NSPSA programmes. 52.2% show that it is necessary to introduce new disciplines with thematic contents,



reflecting the European matters, 32.2% are for creating new faculties and/or specializations of European administration, while others (around 45%) responded in a negative way or not at all.

**In your opinion, Faculty of Public Administration of the National School of Political Studies and Public Administration should improve its educational services on European matters by introducing new faculties and specializations?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	145	32,2	32,2	32,2
no	124	27,6	27,6	59,8
not answered	181	40,2	40,2	100,0
Total	450	100,0	100,0	

#### 4.1.3.3.4. Questions concerning mobility in the European Higher Education Area

The student and teaching staff mobility, the common bilateral or trilateral study programmes (SOCRATES, ERASMUS) represent a form of Europeanization of higher education, considered useful also by 84.2% of the respondents, both for their own training and self development and for employment in a job in public institutions and authorities.

**For a better understanding of the European administrative system, do you consider a scholarship to one of the EU states, as compulsory?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	60	13,3	13,3	13,3
no	390	86,7	86,7	100,0
Total	450	100,0	100,0	

**For a better understanding of the European administrative system,  
do you consider a scholarship to one of the EU states, as useful?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	379	84,2	84,2	84,2
no	71	15,8	15,8	100,0
Total	450	100,0	100,0	

**For a better understanding of the European administrative system,  
do you consider a scholarship to one of the EU states, as not  
necessary?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	7	1,6	1,6	1,6
no	443	98,4	98,4	100,0
Total	450	100,0	100,0	

#### 4.1.3.3.5. Relevant questions concerning labour market

The European labour market is changing, process reflected also on the Romanian labour market, with a major influence on the Europeanization of higher education.

More precisely it is shaped the dimension of a new labour market for the graduates of higher education, characterised by a high degree of flexibility and mobility inside and outside the country, in public administration, national and European public institutions. In this respect, the graduates of the “European Administration” specialisation may have a high degree of penetration on the labour market, competing for a job of civil servant or European civil servant, related to those from the “Public Administration” specialisation, or also those graduating the master programmes specialised on European administrative studies, European Public Space, related to those graduating European general studies, as revealed by the following:

- 68.3% of the subjects consider the importance of the degree in the area of administrative sciences, while almost  $\frac{3}{4}$  of them emphasise the importance of the degree in European administration (73.1%);

▪ The diploma of Master in the area of European administrative studies, European Public Space is considered more attractive (66.9%) than the one obtained for the master programme in European studies (56.7%);

▪ Diploma of Ph.D. in European studies (51.6%).

The creation of a professional career in national public administration is more accessible from the perspective of the profile of the specialization (54.7%), while only 23.9% of the respondents consider that they may create a professional career in public administration in other country.

The Romanian legislative system encourages specialization through doctoral studies; generally speaking the academic staff, researchers are those going through such a stage. In the public system, holding a Ph.D. title in national or European public administration is considered sometimes a criterion in promotion within the professional career, fact justifying the favourable answer of 77.6% respondents concerning access of other categories to doctoral studies.

**If applying for a job within the Romanian public administration (regardless its specific) and having an oponent trained in the area of European Administration, do you estimate your equal chance of receiving the job?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	246	54,7	54,7	54,7
no	132	29,3	29,3	84,0
not answered	72	16,0	16,0	100,0
Total	450	100,0	100,0	

**Do you intent to build a professional career in the public administration system in one of the EU countries?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	108	24,0	24,0	24,0
no	225	50,0	50,0	74,0
not answered	117	26,0	26,0	100,0
Total	450	100,0	100,0	

**In your view, what academic conditions should an European civil servant fulfill?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	BA degree	95	21,1	21,1	21,1
	BA and MA degrees	147	32,7	32,7	53,8
	BA degree and training programs	34	7,6	7,6	61,3
	BA and MA degrees and training programs	49	10,9	10,9	72,2
	training programs	44	9,8	9,8	82,0
	others	39	8,7	8,7	90,7
	not answered	42	9,3	9,3	100,0
	Total	450	100,0	100,0	

**In your opinion, how important is to a public employee, the academic training in the European administration domain?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	not important at all	15	3,3	3,3	3,3
	rather not important	24	5,3	5,3	8,7
	not important, yet not completely voided of importance	75	16,7	16,7	25,3
	rather important	96	21,3	21,3	46,7
	extremely important	233	51,8	51,8	98,4
	not answered	7	1,6	1,6	100,0
	Total	450	100,0	100,0	

**In your opinion, how important is to a public employee, the MA training in the European studies?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	not important	26	5,8	5,8	5,8
	rather not important	48	10,7	10,7	16,4
	not important, yet not completely voided of importance	58	12,9	12,9	29,3
	rather important	89	19,8	19,8	49,1
	extremely important	212	47,1	47,1	96,2
	not answered	17	3,8	3,8	100,0
	Total	450	100,0	100,0	

**In your opinion, how important is to a public employee, the postgraduate training in the European studies?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid not important	20	4,4	4,4	4,4
rather not important	38	8,4	8,4	12,9
not important, yet not completely voided of importance	76	16,9	16,9	29,8
rather important	103	22,9	22,9	52,7
not important	156	34,7	34,7	87,3
not answered	57	12,7	12,7	100,0
Total	450	100,0	100,0	

**In your opinion, how important is to a public employee, the Ph.D. training in the European studies?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid not important	33	7,3	7,3	7,3
rather not important	69	15,3	15,3	22,7
not necessary, yet not completely voided of importance	56	12,4	12,4	35,1
rather important	89	19,8	19,8	54,9
very important	143	31,8	31,8	86,7
not answered	60	13,3	13,3	100,0
Total	450	100,0	100,0	

**In your opinion, Ph.D. should be exclusively dedicated to those following a pedagogical career?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	77	17,1	17,1	17,1
no	349	77,6	77,6	94,7
not answered	24	5,3	5,3	100,0
Total	450	100,0	100,0	

#### 4.1.3.3.6. Questions concerning the level of information penetration on the academic programmes in the area of public administration

Based on the answers, we may shape solutions concerning the usefulness of IT systems (87.8%) for information about academic programmes in the area of public administration. Thus, we remark the increase of the degree of electronic communication in the higher education, fact expressed by the fact that the academic environment is getting closer to the public institutions, in comparison with the use of traditional information methods – bulletin boards and secretariats of the faculty (31.1%), or media (38.2% or 29.6%).

##### Do you usually turn for information to information boards in School and Secretariat?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	yes	141	31,3	31,3	31,3
	no	309	68,7	68,7	100,0
	Total	450	100,0	100,0	

##### Do you usually turn for information to Universities' web sites?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	yes	395	87,8	87,8	87,8
	no	55	12,2	12,2	100,0
	Total	450	100,0	100,0	

##### Do you usually turn for information to newspapers?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	yes	172	38,2	38,2	38,2
	no	278	61,8	61,8	100,0
	Total	450	100,0	100,0	

**Do you usually turn for information to television?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	133	29,6	29,6	29,6
no	317	70,4	70,4	100,0
Total	450	100,0	100,0	

#### 4.1.3.3.7. Questions concerning the training needs in the area of "European Administration"

The categories and level of the training needs for FPA, „European Administration” specialization represent the result of the analysis concerning the needs identified after processing the questionnaires, feedbacks of the training programmes, interviews, as well as the requirements expressed by the candidates for FPA in the first cycle within the session of July 2006.

The following categories of training needs are identified:

- category A: *introductory courses* with general notions about EU construction, EU institutions, EU development;
- category B: *courses to know* EU matters;
- category C: *courses of specialization*.

The levels of the training needs are as follows:

- Level *for beginners*, that we may develop from the pre-university education (46.4% of the respondents and ½ of this year candidates at the faculty wish to be students at the „European Administration” specialization or during the third semester of the first cycle of study (in the common branch) to develop a larger number of disciplines focused on European studies.

- Level *for advanced-specialization* developed for the students of the „European Studies” specialization, or those attending specialised master programmes of 2 years, or the executive master programmes of 1 year; for the latest it is imperative to increase the number of disciplines in the area of European administration, 69.3% of the respondents being in favour.

- Level *for professionalisation* through doctoral studies, for the graduates of „European Administration” specialization, young

teaching staff and civil servants with preoccupations in European matters; 72.7% consider necessary education by doctoral studies in administrative sciences, with themes on European administration.

The trainees of the short term courses expressed the opinion that for the civil servants we identify both the training level by doctoral studies, their niche being relative small, and the level of *specific training needs* considered as main needs (specific themes, i.e. European affairs, European Project Cycle Management, Structural Funds, partnerships of development, strategic planning) as well as *training needs by information*.

**In your opinion, for the training in European administration, is it necessary to include, at pre-university level, new disciplines?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	209	46,4	46,4	46,4
no	117	26,0	26,0	72,4
not answered	124	27,6	27,6	100,0
Total	450	100,0	100,0	

**In your opinion, for the training in European administration, is it necessary to include, at graduate/postgraduate level, new disciplines?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	312	69,3	69,3	69,3
no	53	11,8	11,8	81,1
not answered	85	18,9	18,9	100,0
Total	450	100,0	100,0	

**In your opinion, for the training in European administration, is it necessary to allow professors to continuously train themselves?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	327	72,7	72,7	72,7
no	35	7,8	7,8	80,4
not answered	88	19,6	19,6	100,0
Total	450	100,0	100,0	



**In your opinion, for the training in European administration, is it necessary to create new faculties/specializations?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	177	39,3	39,3	39,3
no	122	27,1	27,1	66,4
not answered	151	33,6	33,6	100,0
Total	450	100,0	100,0	

**In your opinion, Faculty of Public Administration of the National School of Political Studies and Public Administration should improve its educational services on European matters by introducing new disciplines at the graduate/posgraduate level?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	235	52,2	52,2	52,2
no	92	20,4	20,4	72,7
not answered	123	27,3	27,3	100,0
Total	450	100,0	100,0	

**4.1.3.3.8. Questions concerning the participation at academic events on European topics**

Enhancing the organisation of events in order to know the European values, to inform and debate on the European matters, to present the results of the scientific research anchored in the reality of the European space represents one of the preoccupations of the academic environment, from the prospect of its mission to cultivate attitudes, to transmit knowledge. Less penetrated by the employees in the public sector, meaning their low representation at the academic activities (41.3%), even non significant in the respect of publishing some specialised articles on European matters by the public administration employees (8.2%), the activity to organise events (conferences, seminars, debates, scientific sessions) on European topics is very well represented by the participation of the representatives of the academic environment, both teaching staff and students (85%).

The actions with European themes, organised by the academic environment together with public institutions have started to begin (21.8%), situation due to the practitioners' fear to face theorists.

**In the past year, were you involved in academic activities of European nature?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	186	41,3	41,3	41,3
no	250	55,6	55,6	96,9
not answered	14	3,1	3,1	100,0
Total	450	100,0	100,0	

**In the past year, have you published articles on European matters, in national specialized reviews?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	37	8,2	8,2	8,2
no	402	89,3	89,3	97,6
not answered	11	2,4	2,4	100,0
Total	450	100,0	100,0	

**In the past year, have you published articles on European matters, in international specialized reviews?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	15	3,3	3,3	3,3
no	418	92,9	92,9	96,2
not answered	17	3,8	3,8	100,0
Total	450	100,0	100,0	

**In the past year, have you participated with scientific papers on international conferences?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	42	9,3	9,3	9,3
no	388	86,2	86,2	95,6
not answered	20	4,4	4,4	100,0
Total	450	100,0	100,0	

**In the past year, have you organised events of European nature?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	98	21,8	21,8	21,8
no	332	73,8	73,8	95,6
not answered	20	4,4	4,4	100,0
Total	450	100,0	100,0	

**4.1.3.3.9. Questions to identify the respondents**

The profile of our sample has the following features that may be stated in the results of the research:

- $\frac{3}{4}$  of the total number of subjects are employees of the public sector, out of which 40.4% holding managing civil service positions;
- 64% of the subjects have a labour length no more than 10 years, indicator correlated with their age under 35 years (55.1%);
- characteristic for the training level of the sample, over 80% are graduates of academic studies, BA, MA or Ph.D.;
- if we interpret the age represented in the sample we may appreciate that the public sector in Romania is young, supported by the fact that 4.7 % are over 50 years, the majority being in the range of 18-35 years (more than a half of the number of subjects);
- as the educational environment is more feminine, we remark that our sample is well represented by women, 58.7%.

**Your last degree is**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid highschool degree	76	16,9	16,9	16,9
graduate degree	122	27,1	27,1	44,0
postgraduate degree	54	12,0	12,0	56,0
master degree	193	42,9	42,9	98,9
Ph.D. degree	5	1,1	1,1	100,0
Total	450	100,0	100,0	

**Sex**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid female	264	58,7	58,7	58,7
male	186	41,3	41,3	100,0
Total	450	100,0	100,0	

**Age**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 18 - 25 years	77	17,1	17,1	17,1
26 - 35 years	171	38,0	38,0	55,1
36 - 50 years	181	40,2	40,2	95,3
over 50	21	4,7	4,7	100,0
Total	450	100,0	100,0	

**Period of active work**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 0 - 5 years	142	31,6	32,8	32,8
6 - 10 years	146	32,4	33,7	66,5
over 10 years	145	32,2	33,5	100,0
Total	433	96,2	100,0	
Missing System	17	3,8		
Total	450	100,0		

**Position in the system**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid top - management	182	40,4	42,0	42,0
execution	251	55,8	58,0	100,0
Total	433	96,2	100,0	
Missing System	17	3,8		
Total	450	100,0		

**Currently, you are employed in the**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid public sector	334	74,2	74,2	74,2
private sector	90	20,0	20,0	94,2
tertiary sector	7	1,6	1,6	95,8
I do not work	19	4,2	4,2	100,0
Total	450	100,0	100,0	

**4.1.4. Conclusions**

The above presented study represents a premiere in the preoccupations of the managers, teaching staff and researchers in the area of administrative sciences in Romania. This situation is justified, on one hand, by the relative recent Romanian authorities' option to pass to implementation of the measures deriving from Bologna Declaration and on the other hand, by the lack of a methodological and systematic practice for researching the beneficiaries' perception on the contents and forms for organisation of academic studies.

The emphasis on the issue of Europeanization of higher education in the area of administrative sciences is focused on the position of avant-garde held by the Faculty of Public Administration of the National School of Political Studies and Public Administration in the Romanian system of higher education within the area of political and administrative sciences as well as the necessity deriving from the close integration of Romania into the European Union, aimed to make compatible the contents of basic and in-service training with the contents of the prestigious institutions of the European Union countries.

In this context, the following are relevant:

a) The research initiated and presented here needs an extension both as theme and subjects approached in order to formulate conclusions and appreciations with a higher degree of generality.

“NSPSPA experiment” is unique in the Romanian system of higher education in the area of administrative sciences. The training programmes for BA and MA are provided also by other universities.

The approach and conception, from the prospect of the contents of these programmes has distinct histories and directions, emphasising three major directions:

- normative, traditional approach, from the legal perspective, based on administrative law and other branches of law;
- the economic, managerial approach, based on a curriculum inspired from the area of economic sciences and management;
- organisational approach based on political sciences and organisational theories.

b) It is necessary to develop the comparative studies with universities and institutions from the European Union Member States and to undertake or formulate some relevant standards and criteria in order to describe exactly the contents and effects of Europeanization of the higher education in administrative sciences.

c) The theme approached may represent the object of research of a team, specially created within EGPA to offer relevant data and indicators, unanimously accepted in order to quantify and describe the Europeanization process mentioned in the present paper.

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**PUBLIC ADMINISTRATION**  
**First Cycle: „Undergraduate Studies”- Bachelor of Arts Degree**

Faculty	Public Administration
Field	Administrative Sciences
Specialisation	Public Administration *

<i>General Competencies</i>
-----------------------------

The Bachelor graduates in the field of **Administrative Sciences, Public Administration** specialisation will acquire the following general competencies:

a) **Instrumental competencies:**

- Basic knowledge necessary to the civil servant or public employee from the central and local administration;
- Capacity of analysis, synthesis and decision in topics specific for public sector development;
- Capacity to promote the public – private partnership, to mobilise the material and human resources from public administration, aimed to its modernisation and attaining the standards of performance specific for European administrations.

b) **Interpersonal competencies:**

- Capacity and skills to work in inter-disciplines teams;
- Openness to the topic specific to public administration related areas.

c) **Systemic competencies:**

- Initiative and entrepreneurial spirit;
- Confidence and willingness to succeed.

The specific competencies are presented in the files of the disciplines that form part of this specialisation.
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Possible careers:
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\* accredited by Government Decision 940/10 June 2004.



The most often placements for the Bachelor graduates in the „Public Administration” specialisation will be as follows:

- Civil servant or employee in central or local public administration;
- Manager, manager assistant or consultant in the private sector or in foundations, associations or nongovernmental organisations;
- Expert or consultant project management teams with finality in public sector development.

Annex 4.1.1.B

**„EUROPEAN ADMINISTRATION”**

**First Cycle: „Undergraduate Studies”- Bachelor of Arts degree**

Faculty	Public Administration
Field	Administrative Sciences
Specialisation	European Administration*

<i>General Competencies</i>
-----------------------------

The Bachelor graduates in the field of **Administrative Sciences, European Administration** specialisation will acquire the following general competencies:

a) **Instrumental competencies:**

- Capacity of analysis, synthesis and decision concerning the analysis of administrative processes and phenomena in view of Romania accession to European Union;
- Basic knowledge on European governance, the role of EU institutions and its specific mechanisms;
- Supporting the professional dialogue in well known European languages;

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\* Authorised by Government Decision 940/10 June 2004.

- Applying the priorities of Romanian public administration reform in view of reaching the standards specific for the European Administrative Space.

b) **Interpersonal competencies:**

- Capacity and skills to work in inter-disciplines teams;
- Openness to the topics specific for public administration development in EU countries.

c) **Systemic competencies:**

- Initiative and entrepreneurial spirit;
- Confidence and willingness to succeed.

The specific competencies are presented in the sheets of the disciplines that form part of this specialisation.

Possible careers:

The most often placements for the Bachelor graduates in the „European Administration” specialisation will be as follows:

- Experts and consultants for synthesis and consultative bodies, operating for authorities and institutions from central and local public administration;
- Civil servants in the structures specialised in European integration from central and local public administration;
- Trainers in domestic or foreign programmes designated to European integration training of current and future civil servants.
- Experts in joint groups EU – Romania created in view of harmonising and bringing into line the Romanian administrative practices and rules with those from EU countries.

**NATIONAL SCHOOL OF POLITICAL STUDIES AND PUBLIC  
ADMINISTRATION  
FACULTY OF PUBLIC ADMINISTRATION  
SPECIALIZATION: Doctoral School in Administrative Sciences**

**DISCIPLINE SHEET**

Name of the discipline	Developing Processes of Contemporary Public Management				
Year of study	I	Semester	II	Type of final evaluation** (Se / Ce) Summative evaluation/ SO	Se/ OE
Regime of the discipline (Co-compulsory)			Co	Number of credits	10
Total hours in the curriculum	42	Total hours of individual study		Total hours per semester	42
Holder of the discipline	Prof. dr. Lucica MATEI				

\* If the discipline has several semesters of study, a sheet will be completed for each *semester*

\*\* Se – Summative evaluation, at the end of the semester, (it may be achieved by written exam (W), oral exam (O) or written and oral exam (OE)); Ce – continuous evaluation during the semester

Faculty	PUBLIC ADMINISTRATION	Number of total hours (per semester) in curriculum (Ex. 28 at C if the discipline has course of 14 weeks x 2 h course/week)				
Chair	Economics and management					
Area	Administrative Sciences	Total	C**	S	L	P
Specialization	Public Administration		14	28	-	-

C- course, S-seminar,  
L- laboratory activities,  
P-project or practical works,  
I.S. individual study

Specific Competences (general competences are mentioned in the specialization sheet)	
Number of allocated hours: 2c +2s+6is 2c+4s+10is 2c+2s+6is	1. Knowledge and understanding ( <i>acquiring knowledge and adequate use of the notions specific for the discipline</i> )  1.1 Introductory notions: Management and Public Management, classical theories and Management Science. 1.2 Principles and functions of Public Management. 1.3 Conceptual issues: public sector, public domain, public goods, public services, civil service, civil servant, private sector.
Number of allocated hours: 2c+2s+6is  2c+2s+6is 2c+2s+6is	2. Explanation and interpretation ( <i>explaining and interpreting some ideas, projects, processes, as well as the theoretical and practical contents of the discipline</i> )  2.1 Public Organizations: environment of the public organizations, typology of the public organizations, organizational principles; variety of defining the organizational structures. 2.2 Functions of the public organizations. 2.3 Decision-making models and systems: concept of decision, typology of decisions, decisional approaches, structure of the decision-making process.
Number of allocated hours: 2c+2s+6is 2c+2s+6is 2c+2s+6is  2c+3s+6is 3c+2s+6is	3. Instrumental – applicative ( <i>designing, managing and evaluating specific practical activities: using some methods, techniques and instruments of investigation and application</i> )  3.1. Functions of the management process, management of public organizations. 3.2 Human Resource Management, career plan of the civil servant; administrative ethics. 3.3 Managerial methods, techniques and instruments: management by projects, management by exceptions, management by budgets, management by objectives, tableau of board; 3.4 Diagnostic analysis of the public organization, job analysis and design. 3.5 New Public Management, Performance of the public organizations.
Number of allocated hours:    1c+1s+2is 2c+2s+2is	4. Attitude ( <i>expressing a positive and accountable attitude towards the scientific area / focused on values and democratic relations / promoting a system of cultural, moral values /turning into account under optimum and creative conditions the own potential in scientific activities / involving in institutional development and promoting the scientific innovations / committing in partnership relations with other persons – institutions with similar responsibilities / participating at the own professional development</i> ). 4.1 Leadership; 4.2 Developing the communication skills and team work.

In establishing the final mark	Weight, expressed in % (Total = 100%)	
1. answers at exam / colloquium (final evaluation)	45	
2. final answers at the practical works of laboratory	0	0
3. periodical testing by control works:	0	0
4. continuous testing during the semester: activity at the seminar		10
5. activities such as themes / papers / essays / translations / projects etc.: 3 papers	3x10=30	30
6. other activities: Presence at all courses and seminars (non-participation in at least 50% of the teaching activities attracts the impossibility to present at the final exam)		15
7. Describe the practical modality of final evaluation, (Se/Ce) (for example: <i>written paper (descriptive and/or test and/or problems etc.), oral examination, individual or group colloquium, project etc.</i> ) Descriptive written paper and evaluation of the 3 papers.		

Minimum requirements for the mark "7" (or how the mark "7" is awarded)	Minimum requirements for the mark "10" (or how the mark "10" is awarded)
<ul style="list-style-type: none"> <li>- Participating in and graduating the 2 papers;</li> <li>- Presence in at least 50% of the teaching activities (courses and seminars);</li> <li>- Obtaining the mark 7(seven) at the written evaluation.</li> </ul>	<ul style="list-style-type: none"> <li>- fulfilling all the criteria at the points 1, 4, 5, 6 and 7 obtaining the maximum qualificatives.</li> </ul>

Indicated minimum bibliography					
No.	Paper	Publishing House	Year	Pages	Specific competences achieved
1.	Christopher Hood, „Contemporary public management: a new global paradigm?”	In „Public Policy and Administration”,10(2)	1995	p.104 -117	3.5
2.	Lucica Matei, „Public Management”	Economica Publishing House, Bucharest	2006	p. 13 - 65 p. 73 - 95 p.147 - 179 p.207 – 243 p.243 – 309 p.125 - 147	1.1 1.3 2.1 2.3 3.2 3.5
3.	Rosenbloom D.,H., „Public administration”	Random House, New York	1986	p.120-126	1.1
4.	Ioan Alexandru, „Administrative Law”	Lumina Lex, Bucharest	2005	p. 68 – 80 p. 295- 309	1.1 2.3
5.	Rodica Narcisa Petrescu, „Administrative Law”	Cordial Lex, Cluj –Napoca	2001	p. 413-490;	2.3
6.	Armenia Androniceanu, „Public Management”	Economica Publishing House, Bucharest	1999	p.165- 180	3.3
7.	Lucica Matei, „New Public Management: institutional answers to challenges of society and political environment”	Conference: „Trends in developing the European Administrative Space”, SPSPA	2005		3.5
8.	Lucica Matei, „Comparative studies between Japanese and Romanian management in public administration”	NIME, Tokyo	2004	p.17 – 28 p.51 – 56	3.1 2.3
9.	Arthur M. Whitehill, „Japanese management. Tradition and transition”	Routledge, London	1995	p.148 – 162	4.1

Estimate the total time (hours/ semester) of the activities of student individual study (complete with zero the activities that are not requested)			
1. Understanding and study of the written notes of the course	7	8. Preparing for oral presentations	0
2. Study after the manual, textbook	14	9. Preparing for final examination	14
3. Study of the indicated minimum bibliography	14	10. Tutorship	0
4. Additional documentation in the library	7	11. Documentation in the field	0
5. Specific training activity, SEMINAR	7	12. Documentation on the INTERNET	0
6. Achieving themes, papers, essays, translations etc.	7	13. Other activities – participation with papers at conferences, round tables, debates	6
7. Preparing for control papers	0	14. Other activities...	0
TOTAL hours of individual study (per semester) = 84			

Signature of the holder: .....

Annex 4.1.3

**NATIONAL SCHOOL OF POLITICAL STUDIES  
AND PUBLIC ADMINISTRATION  
FACULTY OF .....  
SPECIALIZATION .....**

**CURRICULUM  
for the year .....**

Discipline	Statute	Code	Semester I					Semester II					Evaluation**		No. credits	
			C*	S*	L*	P*	I.S.*	C*	S*	L*	P*	I.S.*	Sem. I	Sem. II	Sem. I	Sem. II

**DEAN**

- \* C – number hours of course/week
- \* S – number hours seminar/week
- \* L – number hours laboratory/week
- \* P – number hours project or project papers/week
- \* I.S. – number hours individual study/week
- \*\* modality of evaluation
- summative evaluation – Se (W/O/OE)
- continuous evaluation - Ce

#### 4.2. Europeanization or Curricular Harmonization in the area of Administrative Sciences in Romania (follow-up of Bologna Process). Comparative Analysis and Empirical Research<sup>\*</sup>

##### 4.2.1. Argument: Importance and Actual Status of Academic Programmes in the European Educational Area

The university, as organisational resource with great capacity of institutional and legal adjustment to building the knowledge society, aiming to achieve the objectives of Lisbon Strategy, has got the essential role in sustaining competitiveness of knowledge-based economy of the European Union.

Under the influence of the effects of Europeanization process by means of the European public policies, the educational policy is subject both to institutional and social effects of continuous change. The specificity of the Europeanization of higher education is provided by the dimensions of the formal national institutional and political changes of the European Union Member States and acceding countries and it is supported by activities that apply „Bologna Declaration” (1999) on creation of a “common European Higher Education Area” by 2010, aimed to promote citizens’ mobility and employability, to increase the competitiveness of European higher education (Matei, L. 2006). That mobility provides the possibility to gain experience, to develop linguistic skills and cultural maturity, requirements of the European labour force market<sup>1</sup> (Ministerial Summit, 2007, London).

The university, situated within its own European area-defined by two complementary dimensions: education for science and creating science, European Higher Education Area-EHEA, and

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<sup>\*</sup> Presented at EGPA Annual Conference „Public Administration and the Management of Diversity”, Study Group IX, Public Administration and Teaching, Madrid, Spain, September 2007.

<sup>1</sup> Source: <http://www.dfes.gov.uk/bologna/>

within that of scientific research, European Research Area - ERA, is motivated by the action of the factors external to the academic environment, as well as by that of internal factors in defining and up-dating its own mission.

In this context, the universities' mission is in continuous change, fact proved by the actions of transformation and the new approaches on shaping European higher education. Romanian higher education belongs to European higher education, being organised on three consecutive cycles of studies, based on principles of Bologna process, principle of subsidiarity on „proving scientifically the relations between the European and national framework” (Vlăsceanu, L. 2005). It means a new philosophy for higher education, a new conception for curricula and educational contents of the disciplines (Korka, M. 2005), related permanently to the European framework and taking into account the specificity of the national framework.

2005 could be considered year of reference for Romania, meaning: “key developments” that include implementing legislation to define structured third cycle study programmes; creating the necessary preconditions for developing a system of post-doctoral individual grants; extending the use of ECTS and diploma supplements; developing a quality assurance framework by establishing the Romanian Agency for Quality Assurance in Higher Education, which applied for ENQA membership; and a new methodological framework for external evaluation of quality assurance”<sup>2</sup>.

In this paper we propose to identify some effects for Europeanization at the level of Romanian higher education, possible integration within an indicator for sizing its dimension and to design a model of educational and statistical analysis.

We shall achieve *the first objective* based on elaboration of some indicators, using valid, comparable and available data.

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<sup>2</sup> „Bologna Process. Stocktaking Report 2007”, report from a working group appointed by the Bologna Follow-up group to the Ministerial Conference in London, May 2007, p.73.



The elaboration of the set of indicators is grounded on the European experiences, the “criteria for accreditation”, the studies achieved by European Association for Public Administration Accreditation, the standards of European Association for Quality Assurance in Higher Education (ENQA) and the European recommendations<sup>3</sup>.

We shall analyse the curricular content of the programmes from the first cycle, in administrative sciences, and achieve the statistic analysis of the curricular compatibility degree at the level of some representative universities from Romanian area, using 6 criteria, to each criterion corresponding a number of items, whose quantitative expressions will be described in the paper.

*The second objective* consists in achieving the comparative analysis between the compatibility degree for curricula of Romanian universities and that of European universities, using the same set of indicators.

The criteria are extracted from European experiences concerning the evaluation and accreditation for the programmes in administrative sciences<sup>4</sup> [1].

An independent statistic variable is associated to each criterion.

#### 4.2.2. A Model of Educational and Statistical Analysis

##### 4.2.2.1. Premises of the model

a) The model of analysis is based on the reality provided by implementation of Bologna process in higher education from many European countries and thus creation of European Higher Education Area. Specifically, we refer to the objectives comprised

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<sup>3</sup> Recommendation of the European Parliament and of the Council of 15 February 2006 on Further European Cooperation in quality assurance in higher education (2006/143/EC).

<sup>4</sup> Report of the Committee on Public Administration of the Association of Universities in the Netherlands, Dutch version (VSNU), June 1998, comprising also “Basic Principles for Public Administration”, <http://www.eapaa.org/Archive/1999/Basics.html>

in Bologna Declaration on 19 June 1999, focusing also on ensuring comparison of diplomas and thus curricular compatibility.

In this context, curricular compatibility becomes a fundamental component of Europeanization of higher education in the area of administrative sciences.

b) Adopting a system of higher education based on three cycles – undergraduate academic studies, master studies, doctoral studies – offers a unitary framework of analysis and the possibility to achieve some comparative studies. We also add the necessity to establish a credit system – as ECTS – in order to support the mobility of students, as well as comparative evaluations for the workload of each student, aimed to obtain a qualification in the area of administrative sciences.

c) In order to obtain relevant information and genuine conclusions concerning the development of education in the area of administrative sciences in various countries or groups of countries, it is necessary to achieve a model of analysis based on curricular analyses, profound evaluations and statistical analyses.

d) The curricular analysis has proposed the ideas comprised in the paper „Basic Principles of Public Administration” published by EAPAA (1998)<sup>5</sup> as fundamental ideas. In this respect, we defined *six independent variables* with characteristics that will be evaluated by studying the content of curricula, volume of hours dedicated to each discipline as well as the transferable credits assigned.

e) The statistical methods are based on the analysis of variation and correlation and calculation of some relevant correlation coefficients concerning the evolution of the curricular content. The main characteristic used in the statistical analyses represents the mean of the variables and by adjusting the values of some variables related to the mean, we define the aggregated indicators for the degree of compatibility.

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<sup>5</sup> Source: <http://www.eapaa.org>

#### 4.2.2.2. Framework of analysis

##### 4.2.2.2.1. Sampling

a) The current study turns into account information and outcomes from 20 European universities, achieving undergraduate academic studies of public administration, structured as follows:

- 5 universities from European Union Member States, with prestigious tradition in higher education- *sample I*;
- 11 universities from Romania, assigned on geographic criteria, tradition, curricular orientation, public or private universities - *sample II*;
- 4 universities in European Union Member States that have recently acceded or are during the accession process - *sample III*.

*Sample I* comprises 5 universities from France, Italy, Spain, Portugal and the main characteristics focus on the following:

- The undergraduate academic studies and specialisations in the researched area are developed as follows:
  - a. within the framework of the faculties of law, such as the cases from France, Universite Montpellier 1 (UM) – Faculty of Law or Universite Bretagne Occidentale (UBO) – Faculty of Law and Administration, from Spain, in Universidad de Leon (UL)- Faculty of Social and Legal Sciences;
  - b. within the framework of the faculties with economic profile, as those from Italy, Universita degli Studi di Ferrara (USF) – Faculty of Economics;
  - c. within the framework of Braganca Polytechnic Institute (BPI) in Portugal.
    - There are universities with tradition, recognised in the area of law, i.e. France, Universite Montpellier 1 (UM), in the area of social and legal sciences, i.e. Spain, Universidad de Leon (UL), with specialisations in administrative sciences.
    - 2 universities (Italy, Universita degli Studi di Ferrara (USF), Portugal, Braganca Polytechnic Institute (BPI)) have

developed programmes of public administration, programmes complementary to their profile.

*Sample II* comprises 11 universities, ensuring a corresponding representativeness related to the topic under research. When saying this issue, we take into account a series of conditions and characteristics of the Romanian system of higher education in the area of administrative sciences, comprising 27 public universities and 21 private universities<sup>6</sup>. Therefore, the chosen sample covers 22.9 % of the above-mentioned universities, revealing the following characteristics:

- 9 are public universities and 2 are private universities.
- 3 universities (Academy of Economic Studies, Bucharest (ASE), „Babeş-Bolyai” University, Cluj-Napoca (UBB), „Lucian Blaga” University, Sibiu (ULBSb)) are recognised as universities with tradition in the area of social sciences, developing programmes of administrative sciences, based on acknowledged expertise in the following areas: economic area (ASE), political sciences (UBB) or legal sciences (ULBSb).
- 4 universities (National School of Political Studies and Public Administration (SNSPA), ”1 Decembrie 1918” University, Alba Iulia (UAI), ”Gheorghe Cristea” Romanian University of Sciences and Arts, Bucharest (UGC), and ”Spiru Haret” University (USH) ) have been set up after 1990.
- 4 universities (”Ştefan cel Mare” University, Suceava (USMSv), University from Oradea (UO), “Petru Maior” University in Târgu Mureş (UPMTgM), “Ovidius” University, Constanţa (UOCt)) have developed programmes of administrative sciences, complementary to other programmes, not necessarily in the area of social sciences.
- The universities cover the historical regions are they are representative for the university centers with tradition of Romania.

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<sup>6</sup> Source: <http://www.edu.ro/>

*Sample III* comprises universities in states that have become members of the European Union in 2004 (Lithuania – Kaunas University of Technology (KUT), Estonia – Tallin Technical University (TTU)) and 2 European states from South-East (Macedonia – South East European University (SEEU) and Turkey – European University of Lefke (EUL)), being characterised by the following aspects:

- These 4 universities have undergraduate academic programmes in public administration, that are developed in the following manner:

- a. within the framework of the faculties of public administration (South East European University (SEEU) - Macedonia, European University of Lefke (EUL) -Turkey), or

- b. within the framework of some faculties, being programmes complementary to the basic specialisation, not necessarily in the area of social or legal sciences (Kaunas University of Technology (KUT) -Lithuania, Tallin Technical University (TTU) - Estonia).

- The universities are representative in the national academic space: although set up in 2001 by the Government of Republic of Macedonia, South East European University (SEEU) is leader in Macedonia also concerning the application of Bologna process and support to creation of European Higher Education Area - EHEA<sup>7</sup>; European University of Lefke (EUL) –Turkey, set up in 1990 is promoting programmes with international dimensions (approximately 3000 students from 35 countries) at international standards<sup>8</sup>.

#### 4.2.2.2. Methodology to elaborate the model

a) A *unitary analysis framework* has been defined, based on the realities in Romania, taking into account an undergraduate education organised on six semesters, each having 14 weeks of direct activity with the students. We considered a number of

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<sup>7</sup> Source: <http://www.seeu.edu.mk/english/general>

<sup>8</sup> Source: <http://www.lefke.edu.tr>

24 hours of direct activity for each week and 180 represents the total number of credits (for the six semesters).

In reality, this framework is observed in few cases. In order to ensure coherence and stability for analysis, we had to introduce some sub unitary or supra unitary multipliers, so that the specific framework for each university has been reduced or extended to the limits of the unitary framework, maintaining the initial proportion between the volumes assigned to various activities. Usually it is very simple to calculate these multipliers, as they are expressed by the ratio:

$$r_i = \frac{24}{w_i}, w_i - \text{number of hours per week in university } i; \quad (1)$$

by the ratio:

$$c_j = \frac{180}{t_j}, t_j - \text{number of transferable credits in university } j; \quad (2)$$

or by the ratio:

$$s_k = \frac{6}{u_k}, u_k - \text{number of semesters in university } k. \quad (3)$$

b) The independent statistic variables correspond to the knowledge areas, emphasised in EAPAA document (1998) and they are as follows:

- X1: knowledge about society;
- X2: knowledge about the political system;
- X3: knowledge about public administration and governmental policies;
- X4: knowledge about bureaucratic organisations and their management;
- X5: knowledge about methods and techniques of governmental management;
- X6: knowledge about methods and techniques of communication in public administration.

Based on the content of those knowledge areas, emphasised in the quoted source, for each independent variable,  $X_i$ , it will be

defined a number  $n_i$  of items  $x_j$ ,  $i = \overline{1,6}$ ,  $j = \overline{1, n_i}$ , whose quantitative expressions will be described turning into account the analysis on the curricula of the undergraduate academic studies in administrative sciences in 20 universities under research.

For each item,  $x_j$ , the optimum level of knowledge will be determined on the basis of the mean ( $m_i$ ) on the whole sample or representative parts, such as the mean level of knowledge in European universities with tradition. In the case that for an item,  $x_j$ , in the curriculum corresponding to a programme there is allocated a volume of time greater than the mean of the respective item, then the level will be sanctioned in the statistic calculation, thus diminishing it with the difference between the mean and the level that was achieved.

$$m_j - dXi(j) = m_j - |m_j - Xi(j)|_{\text{not}} = X'_i(j), i = \overline{1,6}, j = \overline{1, n_i} \quad (4)$$

Finally, for each university, we shall obtain mean values corresponding to each independent variable, representing in fact the mean values of the corresponding items, adjusted according to the formula (4).

c) The statistic analyses of correlation will use both graphical illustrative representations and Pearson correlation coefficient, aimed to measure the intensity of connections between variables.

An aggregated indicator will define also the curricular compatibility degree:

$$I_{\text{comp}} = \frac{1}{6} \times \frac{1}{24} \sum_{i=1}^6 \sum_{j=1}^{n_i} X'_i(j) \quad (5)$$

that will be a sub unitary indicator, incorporating the adjustments from the database related to the optimum level of knowledge.

#### 4.2.2.3. The data base

The data that will be further presented are undertaken from the curricula<sup>9</sup> and they quantify, for each independent variable, the volume of direct weekly activities with students.

The description for the content of each variable follows in an adapted version the description achieved by Prof.dr. Rudolf Maes in the above-mentioned paper on „Basic Principles for Public Administration”.

**X1: Knowledge about society.** We take into account knowledge describing the interaction between public administration and the social system, interaction characterised also by tradition, culture and values (some of them in a changing process). Therefore, understanding these interactions assumes to acquire knowledge from the area of sociology, culture, history, philosophy, ethics, economics, law or political sciences. Complementary there is necessary to acquire knowledge about socio-philosophical theories and skills for socio-scientific research. Table 4.2.1 presents the results obtained.

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<sup>9</sup> Sources: <http://www.univ-brest.fr>; <http://www.um1.fr>; <http://www.unife.it>; <http://www.unileon.es>; <http://www.edu.ro>; <http://www.nispa.sk>; <http://www.seeu.edu.mk>; <http://www.lefke.edu.tr>



### Statistical analysis for the variable: “Knowledge about society”

Table 4.2.1

No.	CRITERION		KNOWLEDGE ABOUT SOCIETY									
	INSTITUTION		1	2	3	4	5	6	7	8	9	10
	Sample I Mean (m)		7.14	1.30	1.75	0	0.48	13.42	31.96	3.84	0	7.18
1.	FRANCE – Universite Bretagne Occidentale 4.67	X	13.6	1.6	1.6	0	0	14.4	25.5	0	0	6.4
		m- dX	0.68	1.00	1.6	0	0	12.44	25.5	0	0	6.4
2.	FRANCE – Universite Montpellier 1 1.29	X	0	1.35	2.70	0	0	12.12	64.69	0	0	14.82
		m- dX	0	1.25	0.80	0	0	12.12	-0.77	0	0	-0.46
3.	ITALY – Universita degli Studi di Ferrara 3.08	X	0	0	0	0	0	18.4	16.8	0	0	5.6
		m- dX	0	0	0	0	0	8.44	16.8	0	0	5.6
4.	PORTUGAL – Braganca Polytechnic Institute 3.59	X	1.44	0.96	0.96	0	0.48	13.93	13.44	3.84	0	1.92
		m-dX	1.44	0.96	0.96	0	0.48	12.91	13.44	3.84	0	1.92
5.	SPAIN – Universidad de Leon 3.91	X	6.37	0	0	0	0	8.25	39.37	0	0	0
		m- dX	6.37	0	0	0	0	8.25	24.55	0	0	0

No.	CRITERION		KNOWLEDGE ABOUT SOCIETY									
	INSTITUTION		1	2	3	4	5	6	7	8	9	10
	Sample II Romania Mean (m)		3.16	2.85	2.72	3.11	2.86	4.74	29.08	2.99	6.11	3.57
1.	Academy of Economic Studies, Bucharest, Faculty of Management 0.86	X	2.58	0	1.72	0	0	14.62	5.16	1.72	0	2.58
		m- dX	2.58	0	1.72	0	0	-5.14	5.16	1.72	0	2.58
2.	"Babeş-Bolyai" University, Cluj-Napoca, Faculty of Political, Administrative and Communication Sciences 2.79	X	2.91	0	1.94	3.88	2.91	3.88	12.61	3.88	0	7.76
		m- dX	2.91	0	1.94	2.34	2.81	3.88	12.61	2.10	0	-0.62
3.	National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration 3.67	X	3.33	0	0	0	3.33	3.33	19.80	3.33	6.66	0
		m- dX	2.99	0	0	0	2.39	3.33	19.80	2.65	5.56	0
4.	"Lucian Blaga" University, Sibiu, "Simion Bărnuțiu" Law Faculty 2.45	X	1.64	0	2.46	0	0	2.46	45.10	0	3.28	1.64
		m-dX	1.64	0	2.46	0	0	2.46	13.06	0	3.28	1.64
5.	"Ștefan cel Mare" University, Suceava, Faculty of Economic Sciences and Public Administration 3.32	X	3.12	0	3.12	0	2.34	3.12	39.00	0	0	3.12
		m- dX	3.12	0	2.32	0	2.34	3.12	19.16	0	0	3.12

6.	University from Oradea. Faculty of Legal Sciences 3.62	X	2.88	0	2.88	0	0	2.88	36.00	0	5.76	0
		m- dX	2.88	0	2.56	0	0	2.88	22.16	0	5.76	0
7.	"1 Decembrie 1918" University, Alba Iulia, Faculty of Law and Social Sciences 2.96	X	2.82	0	0	0	0	4.70	36.66	0	0	6.58
		m- dX	2.82	0	0	0	0	4.70	21.50	0	0	0.56
8.	"Petru Maior" University in Târgu Mureș, Faculty of Economic, Legal and Administrative Sciences 3.99	X	2.34	0	2.34	0	0	4.68	36.66	3.90	4.68	2.34
		m- dX	2.34	0	2.34	0	0	4.68	21.50	2.08	4.68	2.34
9.	"Ovidius" University. Constanța, Faculty of Law and Administrative Sciences 2.80	X	7.83	0	0	2.61	0	5.22	16.53	2.61	11.31	2.61
		m- dX	-1.51	0	0	2.61	0	4.26	16.53	2.61	0.91	2.61
10.	"Spiru Haret" University, Faculty of Law 2.48	X	2.48	0	2.48	0	0	2.48	48.26	2.48	4.95	0
		m- dX	2.48	0	2.48	0	0	2.48	9.90	2.48	4.95	0
11.	"Gheorghe Cristea" Romanian University of Sciences and Arts, Faculty of Public Administration 4.25	X	2.85	2.85	2.85	2.85	0	4.75	24.70	0	0	1.90
		m- dX	2.85	2.85	2.59	2.85	0	4.73	24.70	0	0	1.90

No.	CRITERION		KNOWLEDGE ABOUT SOCIETY									
	INSTITUTION		1	2	3	4	5	6	7	8	9	10
	Sample III Mean (m)		2.75	4.67	3.94	4.96	2.46	11.07	9.67	5.25	3.68	3.56
1.	LITHUANIA – Kaunas University of Technology  3.38	X	2.48	4.96	1.65	4.96	3.31	14.89	6.62	2.48	0	4.96
		m- dX	2.48	4.65	1.65	4.96	1.61	7.25	6.62	2.48	0	2.16
2.	ESTONIA – Tallin Technological University 4.07	X	2.25	3.15	1.35	4.95	3.15	15.3	9.45	6.3	4.05	3.6
		m- dX	2.25	3.15	1.35	4.95	1.77	6.84	9.45	4.2	3.31	3.52
3.	MACEDONIA- South East European University  1.79	X	3	8.4	0	0	1.2	4.2	13.8	1.2	0	2.4
		m- dX	2.5	0.94	0	0	1.2	4.2	5.54	1.2	0	2.4
4.	TURKEY – European University of Lefke  3.04	X	3.3	2.2	8.82	0	2.2	9.92	8.82	11.0 2	3.3	3.3
		m- dX	2.2	2.2	-0.94	0	2.2	9.92	8.82	-0.52	3.3	3.3

**Legend:**

1) sociologic knowledge; 2) cultural knowledge; 3) historical knowledge; 4) philosophic knowledge; 5) ethical knowledge; 6) economic knowledge; 7) legal knowledge; 8) political knowledge; 9) socio-philosophical theories; 10) socio-scientific research.

**X2: Knowledge about the political system.** It aims to acquire knowledge about organisations and specific processes depending on the development of the existing political systems. Special attention will be paid to the institutions from the public sector, their interaction and the governmental organisations, democratic processes, etc. In this context, the European political institutions are also taken into consideration. Table 4.2.2 presents the results.

**Statistical analysis for the variable:  
“Knowledge about the political system”**

Table 4.2.2

No.	CRITERION		KNOWLEDGE ABOUT THE POLITICAL SYSTEM					
	INSTITUTION		1	2	3	4	5	6
	Sample I MEAN (m)		4.06	2.4	2.28	3.04	0	7.38
1.	FRANCE – Universite Bretagne Occidentale 0.4	X	0	2.4	0	0	0	0
		m- dX	0	2.4	0	0	0	0
2.	FRANCE – Universite Montpellier 1 0	X	0	0	0	0	0	0
		m- dX	0	0	0	0	0	0
3.	ITALY – Universita degli Studi di Ferrara 0.63	X	8	0	0.8	3.2	0	0
		m- dX	0.12	0	0.8	2.88	0	0
4.	PORTUGAL – Braganca Polytechnic Institute 1.52	X	1.92	0	1.92	2.88	0	2.4
		m- dX	1.92	0	1.92	2.88	0	2.4
5.	SPAIN – Universidad de Leon 0.84	X	2.25	0	4.12	0	0	12.3 7
		m- dX	2.25	0	0.44	0	0	2.39
	Sample II Romania MEAN (m)		4.86	2.82	2.57	2.88	4.45	5.96
1.	Academy of Economic Studies, Bucharest, Faculty of Management 1.80	X	0	0	0	3.44	2.58	6.02
		m- dX	0	0	0	2.32	2.58	5.90

2.	"Babeş-Bolyai" University, Cluj-Napoca, Faculty of Political, Administrative and Communication Sciences 1.94	X	3.88	0	0	0	3.88	3.88
		m- dX	3.88	0	0	0	3.88	3.88
3.	National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration 1.11	X	0	0	0	0	3.33	3.33
		m- dX	0	0	0	0	3.33	3.33
4.	"Lucian Blaga" University, Sibiu, "Simion Bărnuțiu" Law Faculty 1.01	X	0	0	0	0	8.20	6.56
		m- dX	0	0	0	0	0.70	5.36
5.	"Ștefan cel Mare" University, Suceava, Faculty of Economic Sciences and Public Administration 1.43	X	0	0	0	2.34	3.12	3.12
		m- dX	0	0	0	2.34	3.12	3.12
6.	University from Oradea. Faculty of Legal Sciences 1.21	X	0	0	2.88	0	7.20	8.64
		m- dX	0	0	2.26	0	1.70	3.28
7.	"1 Decembrie 1918" University, Alba Iulia, Faculty of Law and Social Sciences 1.72	X	3.76	2.82	0	0	0	3.76
		m- dX	3.76	2.82	0	0	0	3.76
8.	"Petru Maior" University in Târgu Mureș, Faculty of Economic, Legal and Administrative Sciences 0.22	X	0	0	0	0	6.24	13.26
		m- dX	0	0	0	0	2.66	-1.34
9.	"Ovidius" University. Constanța, Faculty of Law and Administrative Sciences 1.41	X	0	0	0	0	2.61	6.09
		m- dX	0	0	0	0	2.61	5.83
10.	"Spiru Haret" University, Faculty of Law	X	6.93	0	1.98	0	0	4.95

	1.62	m- dX	2.79	0	1.98	0	0	4.95
11.	"Gheorghe Cristea" Romanian University of Sciences and Arts, Faculty of Public Administration 1.33	X	0	0	2.85	2.85	2.85	0
		m- dX	0	0	2.29	2.85	2.85	0
	Sample III MEAN (m)		3.3	2.66	4.66	5.78	0.86	5.95
1.	LITHUANIA – Kaunas University of Technology 1.92	X	0	1.65	1.65	6.62	0	3.31
		m- dX	0	1.65	1.65	4.94	0	3.31
2.	ESTONIA – Tallin Technical University 2.70	X	5.4	2.7	8.1	5.4	0.9	4.95
		m- dX	1.2	2.62	1.22	5.4	0.82	4.95
3.	MACEDONIA- South East European University 1.47	X	1.2	3	1.2	1.2	0.6	9.6
		m- dX	1.2	2.32	1.2	1.2	0.6	2.3
4.	TURKEY – European University of Lefke 1.53	X	3.3	3.3	7.71	9.92	1.1	0
		m- dX	3.3	2.02	1.61	1.64	0.62	0

**Legend:**

1) public institutions; 2) political systems; 3) social systems; 4) functioning of governmental organisations; 5) political institutions; 6) European institutions.

**X3: Knowledge about public administration and governmental policies.** This variable estimates the weight of the knowledge activities aimed at the analysis of the decision-making processes, legal and normative support for public administration and governmental policies, public policy-making and analysis of networks of public policies. Simultaneously, knowledge is necessary about the financial, budgetary and accounting mechanisms, fundamental for the public financial and economic transactions. Table 4.2.3 presents the results.

**Statistical analysis for the variable “Knowledge about public administration and governmental policies”**

Table 4.2.3

No.	CRITERION INSTITUTION		KNOWLEDGE ABOUT PUBLIC ADMINISTRATION AND GOVERNMENTAL POLICIES							
			1	2	3	4	5	6	7	8
	Sample I MEAN (m)		5.76	4.00	8.03	5.71	13.14	6.31	0	3.22
1.	FRANCE Universite Bretagne Occidentale 0.3	X	0	2.4	0	0	0	0	0	0
		m- dX	0	2.4	0	0	0	0	0	0
2.	FRANCE Universite Montpellier 1 3.28	X	0	0	0	2.7	13.13	8.08	0	4.04
		m- dX	0	0	0	2.7	13.13	8.08	0	2.4
3.	ITALY – Universita degli Studi di Ferrara 2.46	X	9.6	5.6	5.6	11.2	6.4	3.2	0	0
		m- dX	1.92	2.4	5.6	0.22	6.4	3.2	0	0
4.	PORTUGAL – Braganca Polytechnic Institute 2.79	X	1.92	0	5.76	6.72	22.56	3.84	0	2.4
		m- dX	1.92	0	5.76	4.7	3.72	3.84	0	2.4
5.	SPAIN – Universidad de Leon 2.32	X	0	0	12.75	2.25	10.5	10.12	0	0
		m- dX	0	0	3.31	2.25	10.5	2.5	0	0
	Sample II Romania MEAN (m)		2.85	6.02	5.73	3.95	5.90	6.16	3.33	11.50
1.	Academy of Economic Studies, Bucharest, Faculty of Management 2.63	X	0	11.18	0	3.44	6.02	3.44	0	15.48
		m- dX	0	0.86	0	3.44	5.78	3.44	0	7.52
2.	“Babeş-Bolyai” University, Cluj- Napoca, Faculty of Political, Administrative and Communication Sciences 2.56	X	0	11.64	0	3.88	5.82	0	0	12.61
		m- dX	0	0.40	0	3.88	5.82	0	0	10.39



3.	National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration 3.55	X	3.33	3.33	0	3.33	6.66	11.10	3.33	13.32
		m- dX	2.37	3.33	0	3.33	5.14	1.22	3.33	9.68
4.	"Lucian Blaga" University, Sibiu, "Simion Bărnuțiu" Law Faculty 3.18	X	0	5.74	0	1.64	4.10	7.38	0	9.02
		m- dX	0	5.74	0	1.64	4.10	4.94	0	9.02
5.	"Ștefan cel Mare" University, Suceava, Faculty of Economic Sciences and Public Administration 2.74	X	2.34	7.02	0	0	10.92	2.34	0	11.70
		m- dX	2.34	5.02	0	0	0.88	2.34	0	11.30
6.	University from Oradea. Faculty of Legal Sciences 2.59	X	2.88	2.88	8.64	10.08	2.88	5.76	0	5.76
		m- dX	2.82	2.88	2.82	-2.18	2.88	5.76	0	5.76
7.	"1 Decembrie 1918" University, Alba Iulia, Faculty of Law and Social Sciences 2.12	X	0	2.82	2.82	2.82	4.70	0	0	3.76
		m- dX	0	2.82	2.82	2.82	4.70	0	0	3.76
8.	"Petru Maior" University in Târgu Mureș, Faculty of Economic, Legal and Administrative Sciences 1.33	X	0	0	0	2.34	12.48	0	0	14.04
		m- dX	0	0	0	2.34	-0.68	0	0	8.96
9.	"Ovidius" University. Constanța, Faculty of Law and Administrative Sciences 1.80	X	0	2.61	0	5.22	2.61	0	0	16.53
		m- dX	0	2.61	0	2.68	2.61	0	0	6.47

10.	"Spiru Haret" University, Faculty of Law 2.37	X	0	3.46	0	0	0	6.93	0	12.87
		m- dX	0	3.46	0	0	0	5.39	0	10.13
11.	"Gheorghe Cristea" Romanian University of Sciences and Arts, Faculty of Public Administration 2.46	X	0	9.50	0	2.85	2.85	0	0	11.40
		m- dX	0	2.54	0	2.85	2.85	0	0	11.40
	Sample III MEAN (m)		2.54	1.34	4.12	4.66	5.24	3.17	1.94	3.51
1.	LITHUANIA – Kaunas University of Technology 1.68	X	0.82	1.93	7.44	5.79	8.55	1.93	0.82	4.13
		m- dX	0.82	0.75	0.8	3.53	1.93	1.93	0.82	2.89
2.	ESTONIA – Tallin Technical University 1.67	X	1.35	0.9	2.25	6.75	4.5	5.4	0	0.9
		m- dX	1.35	0.9	2.25	2.57	4.5	0.94	0	0.9
3.	MACEDONIA- South East European University 1.08	X	3.6	1.2	2.4	0.6	2.4	0	0.6	0
		m- dX	1.48	1.2	2.4	0.6	2.4	0	0.6	0
4.	TURKEY – European University of Lefke 2.13	X	4.41	0	4.41	5.51	5.51	2.20	4.41	5.51
		m- dX	0.67	0	4.41	3.81	4.97	2.20	-0.53	1.51

**Legend:**

1) analysis of the decision-making processes; 2) analysis of the networks of public policies; 3) theories and methods of administration; 4) public policy-making; 5) financial mechanisms; 6) economic mechanisms; 7) adjacent political and democratic mechanisms; 8) normative support for public administration.

**X4: Knowledge about bureaucratic organisations and their management.** The content of the necessary knowledge is based on the reality that the public sector comprises a series of organisations with political and professional components, each with its own characteristics and areas related to opportunity, bureaucracy, formal and informal organisations, rational or

irrational behaviour. The civil service and civil servant are also present together with the issues related to coordination, integration, deontology etc.

Table 4.2.4 presents the results.

**Statistical analysis for the variable “Knowledge about bureaucratic organisations and their management”**

Table 4.2.4

No.	CRITERION INSTITUTION		KNOWLEDGE ABOUT BUREAUCRATIC ORGANISATIONS AND THEIR MANAGEMENT			
			1	2	3	4
	Sample I MEAN (m)		3.30	4.04	0	0
1.	FRANCE – Universite Bretagne Occidentale 0.6	X	2.4	0	0	0
		m- dX	2.4	0	0	0
2.	FRANCE – Universite Montpellier 1 1.01	X	0	4.04	0	0
		m- dX	0	4.04	0	0
3.	ITALIA – Universita degli Studi di Ferrara 0.25	X	5.6	0	0	0
		m- dX	1.00	0	0	0
4.	PORTUGAL – Braganca Polytechnic Institute 0.48	X	1.92	0	0	0
		m- dX	1.92	0	0	0
5.	SPAIN – Universidad de Leon 0	X	0	0	0	0
		m- dX	0	0	0	0
	Sample II Romania MEAN (m)		4.80	2.59	2.77	3.89
1.	Academy of Economic Studies, Bucharest, Faculty of Management 2.20	X	6.02	0	2.58	5.16
		m- dX	3.58	0	2.58	2.62
2.	“Babeş-Bolyai” University, Cluj-Napoca, Faculty of Political, Administrative and Communication Sciences 0.46	X	11.64	0	0	3.88
		m- dX	-2.04	0	0	3.88

3.	National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration 1.66	X	4.44	0	3.33	0
		m- dX	4.44	0	2.21	0
4.	"Lucian Blaga" University, Sibiu, "Simion Bărnuțiu" Law Faculty 2.15	X	3.28	0	1.64	4.10
		m- dX	3.28	0	1.64	3.68
5.	"Ștefan cel Mare" University, Suceava, Faculty of Economic Sciences and Public Administration 2.21	X	5.46	2.34	0	2.34
		m- dX	4.14	2.34	0	2.34
6.	University from Oradea. Faculty of Legal Sciences 1.89	X	2.88	0	2.88	5.76
		m- dX	2.88	0	2.66	2.02
7.	"1 Decembrie 1918" University, Alba Iulia, Faculty of Law and Social Sciences 2.33	X	2.82	0	2.82	3.76
		m- dX	2.82	0	2.72	3.76
8.	"Petru Maior" University in Târgu Mureș, Faculty of Economic, Legal and Administrative Sciences 1.37	X	0	0	2.34	3.12
		m- dX	0	0	2.34	3.12
9.	"Ovidius" University. Constanța, Faculty of Law and Administrative Sciences 1.53	X	6.09	0	0	2.61
		m- dX	3.51	0	0	2.61
10.	"Spiru Haret" University, Faculty of Law 1.24	X	2.48	0	0	2.48
		m- dX	2.48	0	0	2.48
11.	"Gheorghe Cristea" Romanian University of Sciences and Arts, Faculty of Public Administration 2.25	X	2.85	2.85	3.80	5.70
		m- dX	2.85	2.33	1.74	2.08

	Sample III MEAN (m)		3.40	1.8	1.2	2.00
1.	LITHUANIA – Kaunas University of Technology 0.46	X	4.96	0	0	0
		m- dX	1.84	0	0	0
2.	ESTONIA – Tallin Technical University 0.68	X	4.05	0	0	0
		m- dX	2.75	0	0	0
3.	MACEDONIA- South East European University 1.50	X	1.2	1.8	1.2	1.8
		m- dX	1.2	1.8	1.2	1.8
4.	TURKEY – European University of Lefke 0.45	X	0	0	0	2.20
		m- dX	0	0	0	1.8

**Legend:** 1) organisational theories; 2) civil service and civil servant; 3) deontology;  
4) behavioural theories.

**X5: Knowledge about methods and techniques of governmental management.** This type of knowledge is related, first of all to methods and techniques by which each organisation and process of governmental interventions could be analysed and explained inside the political and social system. Obviously, there is an overlap with the content of the variables X1-X4. However, the content of these knowledge areas could be emphasised distinctly by daily technical aspects characterising the concrete activity of a public service, such as that of public administration. Table 4.2.5 presents the results.

**Statistical analysis for the variable “Knowledge about methods and techniques of governmental management”**

Table 4.2.5

No.	CRITERION INSTITUTION		KNOWLEDGE ABOUT METHODS AND TECHNIQUES OF GOVERNMENTAL MANAGEMENT						
			1	2	3	4	5	6	7
	Sample I MEAN (m)		5.53	13.42	4.33	5.65	1.9	6.41	7.61
1.	FRANCE – Universite Bretagne Occidentale 3.03	X	3.6	7.2	3.2	0	0	11.2	5.6
		m- dX	3.6	7.2	3.2	0	0	1.62	5.6
2.	FRANCE – Universite Montpellier 1 3.01	X	9.27	21.65	5.73	0	0	4.04	8.08
		m- dX	1.77	5.19	2.93	0	0	4.04	7.14
3.	ITALY – Universita degli Studi di Ferrara 3.52	X	4.8	8.8	6.4	4.0	0.8	4.0	0
		m- dX	4.8	8.8	2.26	4.0	0.8	4.0	0
4.	PORTUGAL – Braganca Polytechnic Institute 3.64	X	6.24	18.24	3.36	9.6	0	0	8.16
		m- dX	4.82	8.6	3.36	1.7	0	0	7.06
5.	SPAIN – Universidad de Leon 4.11	X	3.75	11.25	3.0	3.37	3.0	0	8.62
		m- dX	3.75	11.25	3.0	3.37	0.8	0	6.6
	Sample II Romania MEAN (m)		3.56	6.66	4.35	5.04	8.12	6.93	5.16
1.	Academy of Economic Studies, Bucharest, Faculty of Management 1.33	X	3.44	0	6.88	15.48	2.58	1.72	5.16
		m- dX	3.44	0	1.82	-5.40	2.58	1.72	5.16
2.	“Babeş-Bolyai” University, Cluj- Napoca, Faculty of Political, Administrative and Communication Sciences 2.72	X	3.88	1.94	3.88	3.88	3.88	11.64	0
		m- dX	3.24	1.94	3.88	3.88	3.88	2.22	0

3.	National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration 2.77	X	3.33	9.99	0	3.33	6.66	11.10	0
		m- dX	3.33	3.33	0	3.33	6.66	2.76	0
4.	"Lucian Blaga" University, Sibiu, "Simion Bărnuțiu" Law Faculty 3.02	X	1.64	5.74	1.64	0	10.66	6.56	0
		m- dX	1.64	5.74	1.64	0	5.58	6.56	0
5.	"Ștefan cel Mare" University, Suceava, Faculty of Economic Sciences and Public Administration 3.10	X	3.12	6.24	0	2.34	10.92	4.68	0
		m- dX	3.12	6.24	0	2.34	5.32	4.68	0
6.	University from Oradea. Faculty of Legal Sciences 0.88	X	0	2.88	0	0	12.96	0	0
		m- dX	0	2.88	0	0	3.28	0	0
7.	"1 Decembrie 1918" University, Alba Iulia, Faculty of Law and Social Sciences 2.39	X	3.76	13.16	2.82	0	8.46	11.28	0
		m- dX	3.36	0.16	2.82	0	7.78	2.58	0
8.	"Petru Maior" University in Târgu Mureș, Faculty of Economic, Legal and Administrative Sciences 2.36	X	2.34	6.24	7.80	1.56	3.90	1.56	0
		m- dX	2.34	6.24	0.90	1.56	3.90	1.56	0
9.	"Ovidius" University, Constanța, Faculty of Law and Administrative Sciences 2.70	X	7.83	8.70	2.61	5.22	8.70	0	0
		m- dX	-0.71	4.62	2.61	4.86	7.54	0	0

10.	"Spiru Haret" University, Faculty of Law 2.89	X	3.46	6.93	3.46	3.46	3.46	0	0
		m- dX	3.46	6.39	3.46	3.46	3.46	0	0
11.	"Gheorghe Cristea" Romanian University of Sciences and Arts, Faculty of Public Administration 1.39	X	2.85	4.75	5.70	0	17.10	0	0
		m- dX	2.85	4.75	3.00	0	-0.86	0	0
	Sample III MEAN (m)		4.51	2.27	1.21	3.82	5.13	7.06	4.32
1.	LITHUANIA – Kaunas University of Technology 2.07	X	4.96	4.96	1.65	4.96	0	3.31	3.31
		m- dX	4.86	-0.42	0.77	2.68	0	3.31	3.31
2.	ESTONIA – Tallin Technical University 1.39	X	6.3	1.35	0.9	0	0	13.5	4.5
		m- dX	2.72	1.35	0.9	0	0	0.62	4.14
3.	MACEDONIA- South East European University 1.86	X	2.4	0.6	1.2	5.4	8.4	9.6	8.4
		m- dX	2.4	0.6	1.20	2.24	1.86	4.52	0.24
4.	TURKEY – European University of Lefke 1.94	X	4.41	2.20	1.10	1.10	1.86	1.86	1.10
		m- dX	4.41	2.20	1.10	1.10	1.86	1.86	1.10

**Legend:**

1) human resource management; 2) financial management; 3) organisational management; 4) strategic management; 5) civil, administrative procedures etc.; 6) practice; 7) research in public administration.

**X6: Knowledge about methods and techniques of communication.** The content of this knowledge area is based on the reality and necessity of relational harmonisation and communication between public administration and society, as well as inside it. In this context, the information sciences, foreign languages and information and communication management get special features. Table 4.2.6 presents the results.



**Statistical analysis for the variable “Knowledge about methods and techniques of communication”**

Table 4.2.6

No.	CRITERION		KNOWLEDGE ABOUT METHODS AND TECHNIQUES OF COMMUNICATION			
	INSTITUTION		1	2	3	4
	Sample I MEAN (m)		4.69	7.86	3.09	11.09
1.	FRANCE – Universite Bretagne Occidentale 5.67	X	4.0	10.8	2.8	11.2
		m- dX	4.0	4.92	2.8	10.98
2.	FRANCE – Universite Montpellier 1 5.33	X	5.39	8.08	0	12.48
		m- dX	3.99	7.64	0	9.7
3.	ITALY – Universita degli Studi di Ferrara 4.00	X	0	5.6	0.8	9.6
		m- dX	0	5.6	0.8	9.6
4.	PORTUGAL – Braganca Polytechnic Institute 1.68	X	0	4.32	2.4	0
		m- dX	0	4.32	2.4	0
5.	SPAIN – Universidad de Leon 1.66	X	0	10.5	6.37	0
		m- dX	0	5.22	1.43	0
	Sample II Romania MEAN (m)		3.28	2.99	2.76	7.56
1.	Academy of Economic Studies, Bucharest, Faculty of Management 2.46	X	2.58	0	5.16	6.88
		m- dX	2.58	0	0.36	6.88
2.	“Babeş-Bolyai” University, Cluj- Napoca, Faculty of Political, Administrative and Communication Sciences 2.75	X	4.85	1.94	0	7.76
		m- dX	1.71	1.94	0	7.36
3.	National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration 1.75	X	3.33	6.66	0	4.44
		m- dX	3.23	-0.68	0	4.44
4.	“Lucian Blaga” University, Sibiu, “Simion Bărnuțiu” Law Faculty 2.32	X	1.64	3.28	0	4.92
		m- dX	1.64	2.70	0	4.92
5.	“Ștefan cel Mare” University, Suceava, Faculty of Economic Sciences and Public Administration 2.34	X	0	1.56	1.56	6.24
		m- dX	0	1.56	1.56	6.24

6.	University from Oradea. Faculty of Legal Sciences 2.16	X	0	2.88	0	5.76
		m- dX	0	2.88	0	5.76
7.	"1 Decembrie 1918" University, Alba Iulia, Faculty of Law and Social Sciences 3.73	X	2.82	2.82	3.76	7.52
		m- dX	2.82	2.82	1.76	7.52
8.	"Petru Maior" University in Târgu Mureş, Faculty of Economic, Legal and Administrative Sciences 2.34	X	2.34	1.56	2.34	3.12
		m- dX	2.34	1.56	2.34	3.12
9.	"Ovidius" University. Constanţa, Faculty of Law and Administrative Sciences 2.38	X	5.22	1.74	0.87	9.57
		m- dX	1.34	1.74	0.87	5.55
10.	"Spiru Haret" University, Faculty of Law 2.46	X	3.46	4.45	0	9.90
		m- dX	3.10	1.53	0	5.22
11.	"Gheorghe Cristea" Romanian University of Sciences and Arts, Faculty of Public Administration 0. 17	X	0	0	2.85	17.10
		m- dX	0	0	2.67	-1.98
	Sample III MEAN (m)		2.65	5.14	2.80	14.01
1.	LITHUANIA – Kaunas University of Technology 3.46	X	0	4.96	3.31	6.62
		m- dX	0	4.96	2.29	6.62
2.	ESTONIA – Tallin Technical University 1.88	X	4.05	3.6	2.7	0
		m- dX	1.25	3.6	2.7	0
3.	MACEDONIA- South East European University 1.77	X	0.6	5.4	2.4	28.8
		m- dX	0.6	4.88	2.4	-0.78
4.	TURKEY – European University of Lefke 3.07	X	3.3	6.61	0	6.61
		m- dX	2.00	3.67	0	6.61

**Legend:**

1) communication; 2) IT; 3) information management; 4) foreign languages.

#### 4.2.2.4. Interpreting the results

Obviously, the results we have obtained are susceptible for a more refined analysis. We turned into account only the available information. In our opinion the **proposed model of analysis** is important, offering a possibility of analysis, using European criteria and standards.

The brief analysis of the data base on the three samples reveals different units of measurement for the quantity and level of knowledge from a knowledge area or one of its sections.

Analysing *Criterion XI „Knowledge about society”*, we remark fundamental differences concerning the volume of activities designated to philosophical knowledge or concerning socio-philosophical theories, which have zero value for the universities from the first sample and implicitly the mean records the same value, respectively zero. Turning into account the typology of the programmes and the specificity of the faculty organising courses in public administration, faculty of legal or social sciences, concerning the study of the legal disciplines, we remark that the mean is exceeded by 31.96, thus Universite Montpellier 1, Faculty of Law is recording the value of 64.69, Universidad de Leon is recording 39.37, or in contrast, Braganca Polytechnic Institute (Portugal) is situated under the mean, i.e. 13.44.

As it is well known, in Romanian higher education in the area of administrative sciences, one of the most important aspects refers to curriculum, specifically to its compatibility for all programmes of undergraduate academic studies, aiming a national qualification for the graduates of this field.

The fundamental differences occur concerning the volume of activities designated to legal knowledge, varying from 5.16 (ASE) to 48.26 (USH). The universities that record values above the mean of 29.08 are those that are organising study programmes in the area of administrative sciences, attached to the specialisations of legal sciences.

Similar conclusions could be extracted from the analysis on the volume of knowledge in the economic area, which also varies

from 2.48 (USH) to 14.62 (ASE). Also in this particular case, it is confirmed an anticipated conclusion concerning the organisation of these programmes within the framework of some faculties of economic sciences. For the undergraduate academic studies in administrative sciences, organised attached to the specialisations of political sciences, a more detailed analysis should be achieved, cumulating more results from different knowledge areas.

The third sample sustains the above-presented aspects, providing examples for allocation of a large number of courses in order to study the legal disciplines in the Faculty of Public Administration, situated above the mean of 9.67, recording the value of 13.8 in South East European University, Macedonia, or 6.62, under the mean, in Kaunas University of Technology, Lithuania.

*Criterion X2 „Knowledge about the political system”* together with *Criterion X3 „Knowledge about public administration and governmental policies”*, offer an image for compatibility of study programmes in the area of administrative sciences, independent from the specialisations profile for the universities under study: social sciences and humanities, economic sciences, technical sciences, etc. Consequently:

1. The variable 5 (political institutions) for Criterion X2 *„Knowledge about the political system”* and variable 7 (adjacent political and democratic mechanisms) for Criterion X3 *„Knowledge about public administration and governmental policies”*, for *sample I* have recorded zero value for the mean, and for *sample III*, a value slight over zero (0.86); this fact is demonstrating the concern of the faculty organising the specialisation of public administration to allocate a larger volume of hours to knowledge close to the faculty profile than the volume of hours concerning the study of political sciences or socio-philosophical theories. As a corollary in interpreting criterion X1 *„Knowledge about society”*, especially for variables: 1 (sociologic knowledge), 4 (philosophic knowledge), 5 (ethical knowledge), 8 (political knowledge) and 9 (socio-philosophical theories), the situation present at some variables of criterion X2 is confirmed.

2. The universities belonging to sample II, where the analysed criteria are recording 4.45 as value of the means for variable 5 of Criterion X2, and 3.33 for variable 7 of Criterion X3, are situated above the mean of variable 5 of Criterion X2, in faculties of law, namely 8.20 (ULBSb) and 7.20 (UOr), and under the mean in the other universities.

3. We find a similar situation with the one in universities from samples I and III in sample concerning Romania, for variable 7 of Criterion X3, where a single university records a positive value, 3.33 (SNSPA), as this university, due to its profile allocates a larger volume of time to the study of disciplines comprised in this variable.

We find the topics of public sector management, dimension of its bureaucracy, public organisations and the large range of psychological, behavioural components, methods and techniques of public management in the volume of hours allocated on a different scale, the main allocation factor being the university profile. In this context, *Criterion X4 „Knowledge about bureaucratic organisations and their management”* and *Criterion X5 „Knowledge about methods and techniques of governmental management”* emphasise the following aspects:

1. we remark preoccupation for study of organisational theories in some universities represented in sample I, allocating a volume of hours to their study above the mean of 3.3 by 5.6, (USF) Italy or under the mean by 2.4 (UBO) France and 1.92 (BPI) Portugal. Taking into account the fact that these variables are correlated with the variables of Criterion X5, it has not been easy to separate the disciplines of study, using only the curricula. Therefore, comparing with variables of Criterion X5, we remark a balance of the volume of hours allocated to the study of the disciplines corresponding to the analysed variables, fact that has led to recovering the major gap between variables 2, 3 and 4 of Criterion X4 and those 7 variables of Criterion 5. For example, (UBO) and (UM) from France, (USF) Italy, (UL) Spain and (BPI) Portugal record zero value for variables 2,3 and 4 of Criterion X4, while the same universities record positive values, sometimes

exceeding the mean of the variable corresponding to Criterion X5. In this context, in UM from France, variable 2 (civil service and civil servant) of Criterion 4 records zero value, while variable 1 concerning human resources of Criterion 5, records the value of 9.27, situated above the mean of 5.53.

2. Concerning the analysis and comparison of the mean values for the variables of criteria X4 and X5, the Romanian universities are not different related to the situation of the first sample; we find some studied disciplines in the category of a single criterion and not distinctly in each variable, i.e. the disciplines studying civil service and civil servant, deontology, human resource management.

3. we find in sample III, a similar situation to that of some universities belonging to sample I, concerning the volume of hours allocated to the study of civil service and civil servant, deontology or behavioural theories, that as in the previous Romanian case are studied in the disciplines of human resource management or organisational management.

It is worth to mention that the complementary aspect of variables representing the structure of Criterion X6 proves to be important in designing undergraduate academic programmes in administrative sciences, as shown by the values of the means for each criterion and those obtained by universities. In this context, the undergraduate academic programmes respond to the challenge of Europeanization by institutionalising courses in foreign languages (English language), information technology and information management.

#### 4.2.2.5. Pearson correlation coefficient

We obtain a more eloquent image, on compatibility of academic programmes in the area of administrative sciences, using a table of correlation, by inserting **Pearson correlation coefficient**, aimed to measure the intensity of connections between variables. We mention that the value of Pearson correlation coefficient<sup>10</sup> is comprised between -1 and 1, the two extreme

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<sup>10</sup> Jaba, E., (1998), „Statistica”, Economica Publishing House, Bucharest, pp.343.

values emphasising perfect linear (functional) connections between two variables, „positive” for value 1 and „negative” for value -1. Value 0 signifies the lack of a connection.

In Tables 4.2.7 - 9, the above coefficients are determined, taking into consideration the universities from the three analysed samples as dependent variables.

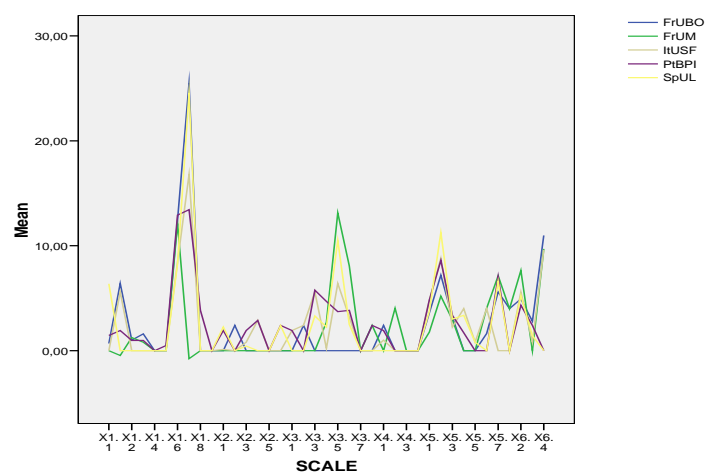
### Pearson Correlations *Sample I*

Table 4.2.7

	FrUBO	FrUM	ItUSF	PtBPI	SpUL
FrUBO	1	,259	,832(**)	,701(**)	,755(**)
FrUM	,259	1	,392(*)	,372(*)	,292
ItUSF	,832(**)	,392(*)	1	,698(**)	,766(**)
PtBPI	,701(**)	,372(*)	,698(**)	1	,821(**)
SpUL	,755(**)	,292	,766(**)	,821(**)	1

\*\* Correlation is significant at the 0.01 level (2-tailed).

• Correlation is significant at the 0.05 level (2-tailed).



**Graphic 4.2.1.** Representation of variations concerning the six criteria at the level of sample I

Analysing the data in Table 4.2.7, we emphasise the following conclusions:

- there is a powerful functional connection between the programmes provided by UBO – France, USF – Italy and UL – Spain, where the Pearson coefficient records values of (0.832) or (0.755);

- on the same level of values it is situated the functional connection between USF – Italy and UL – Spain with a value of (0.766);

- we find a proximity of values, under the threshold of (0.800) for Pearson coefficient, in most of the universities under study, i.e. between BPI – Portugal and UL – Spain, where the coefficient records (0.701), respectively (0.821), or between UL – Spain (0.755) and USF – Italy (0.766) and BPI – Portugal (0.821).

- we remark a series of positive correlations, very weak represented between the programmes offered by UM – France (Pearson coefficient of 0.259) and UL – Spain (Pearson coefficient of 0.292), fact demonstrating a weak volumetric correlation between the hours allocated to the disciplines related to administrative sciences between the two universities.



**Pearson Correlation Sample II**

Table 4.2.8

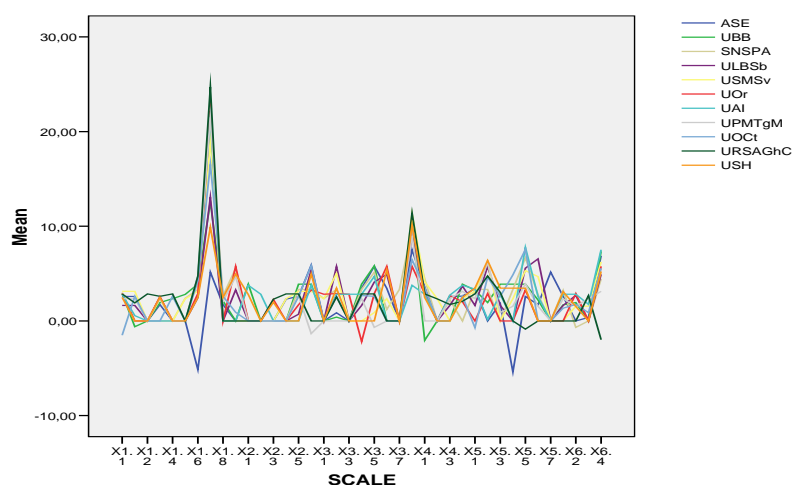
	ASE	UBB	SNSPA	ULBSb	USMSv	UOr	UAI	UPMTgM	UOCt	URSAGhC	USH
ASE	1	,410(**)	,375(*)	,504(**)	,379(*)	,329(*)	,369(*)	,226	,286	,253	,343(*)
UBB	,410(**)	1	,728(**)	,662(**)	,707(**)	,595(**)	,725(**)	,702(**)	,743(**)	,637(**)	,653(**)
SNSPA	,375(*)	,728(**)	1	,785(**)	,841(**)	,823(**)	,792(**)	,845(**)	,820(**)	,763(**)	,690(**)
ULBSb	,504(**)	,662(**)	,785(**)	1	,853(**)	,775(**)	,720(**)	,723(**)	,753(**)	,639(**)	,778(**)
USMSv	,379(*)	,707(**)	,841(**)	,853(**)	1	,814(**)	,755(**)	,845(**)	,808(**)	,806(**)	,725(**)
UOr	,329(*)	,595(**)	,823(**)	,775(**)	,814(**)	1	,803(**)	,824(**)	,745(**)	,762(**)	,697(**)
UAI	,369(*)	,725(**)	,792(**)	,720(**)	,755(**)	,803(**)	1	,772(**)	,799(**)	,701(**)	,542(**)
UPMTgM	,226	,702(**)	,845(**)	,723(**)	,845(**)	,824(**)	,772(**)	1	,787(**)	,867(**)	,689(**)
UOCt	,286	,743(**)	,820(**)	,753(**)	,808(**)	,745(**)	,799(**)	,787(**)	1	,701(**)	,681(**)
URSAGhC	,253	,637(**)	,763(**)	,639(**)	,806(**)	,762(**)	,701(**)	,867(**)	,701(**)	1	,564(**)
USH	,343(*)	,653(**)	,690(**)	,778(**)	,725(**)	,697(**)	,542(**)	,689(**)	,681(**)	,564(**)	1

\*\* Correlation is significant at the 0.01 level (2-tailed).

\* Correlation is significant at the 0.05 level (2-tailed).

Table 4.2.8 emphasises the values of Pearson coefficient for 11 universities that have been analysed in sample II Romania, and their interpretation reveals the following issues:

- there are some series of very powerful positive correlations, such as those between USMSv and SNSPA (0.841), ULBSb (0.853), UOr (0.814), UPMTgM (0.845) etc.
- we remark a weak functional connection between ASE and the other universities, fact demonstrating a weak curricular compatibility, the economic characteristic being dominant in the study programmes.
- curricular compatibility is demonstrated also by the value of Pearson correlation coefficient and it is obvious between SNSPA and USMSv (0.841), UOr (0.823), UPMTgM (0.845).
- alignment to the undergraduate academic studies of the universities with tradition from Romania has got intensities above the mean for UBB. At the same time, SNSPA has correlations of intensities above the mean with the majority of the other universities.



**Graphic 4.2.2.** Representation of variations concerning the six criteria at the level of sample II

In Table 4.2.9, Pearson correlation coefficient is determined, taking into consideration the 4 universities analysed in *sample III* as dependent variables. The conclusions are revealing the following issues:

- There is a positive functional connection between the programmes provided by universities from Lithuania and Estonia, where Pearson coefficient records a value of 0.642.

- Positive correlations are also recorded between universities from Macedonia and Turkey, with values under the mean.

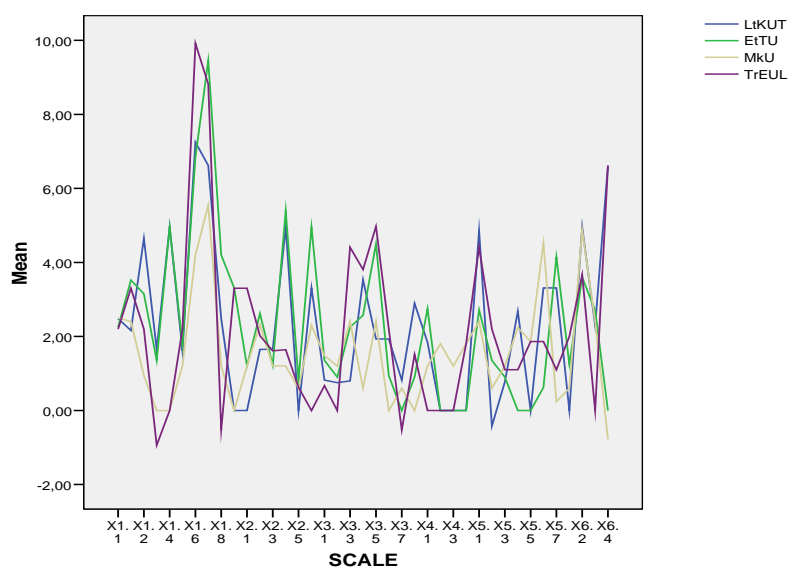
**Pearson Correlations *Sample III***

**Table 4.2.9**

	LiKUT	EtTU	MkU	TrEUL
LiKUT	1	,642(**)	,349(*)	,565(**)
EtTU	,642(**)	1	,453(**)	,494(**)
MkU	,349(*)	,453(**)	1	,456(**)
TrEUL	,565(**)	,494(**)	,456(**)	1

\*\* Correlation is significant at the 0.01 level (2-tailed).

\* Correlation is significant at the 0.05 level (2-tailed).



**Graphic 4.2.3.** Representation of variations concerning the six criteria at the level of sample III

#### 4.2.2.6. Degree of curricular compatibility

The aggregated indicator ( $I_{comp}$ ) calculated with formula (5), measures the degree of curricular compatibility (Table 4.2.10) and it provides the image for compatibility of undergraduate academic education from various European countries, aiming a national qualification defined on European standards for the graduates of the administrative sciences.

Analysing the data we remark the dimension for curricular compatibility between the programmes of European universities in the first sample, the aggregated indicator having similar values, not exceeding the maximum threshold of 70% and the minimum threshold of 59%; these values reveal the image of curricular compatibility in the countries of sample II (nine universities are

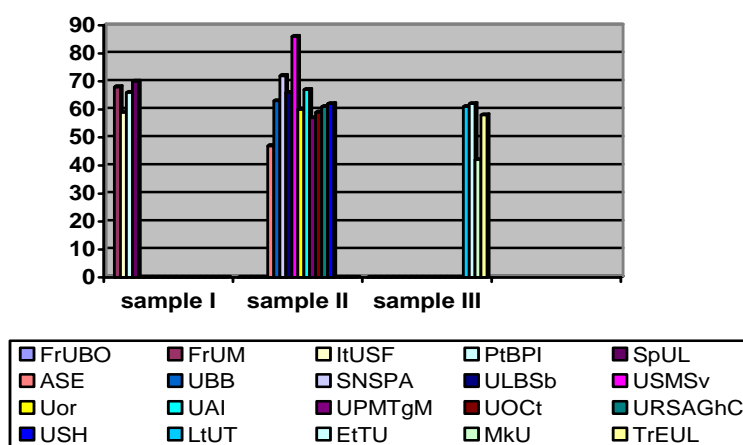
responding to the value requirements and two universities are situated under the minimum limit recoded in sample I, that it is considered as reference in our study); for the third sample we remark a proximity to the minimum value of the indicator.

**Evolution of the degree of curricular compatibility through the  
aggregated indicator  $I_{comp}$**

Table 4.2.10

No.	Sample/University	$I_{comp}$
	<i>Sample I</i>	
1.	FRANCE – Universite Bretagne Occidentale	0.68
2.	FRANCE – Universite Montpellier 1	0.59
3.	ITALY – Universita degli Studi di Ferrara	0.66
4.	PORTUGAL – Braganca Polytechnic Institute	0.70
5.	SPAIN – Universidad de Leon	0.68
	<i>Sample II ROMANIA</i>	
1.	Academy of Economic Studies, Bucharest, Faculty of Management	0.47
2.	"Babeş-Bolyai" University, Cluj-Napoca, Faculty of Political, Administrative and Communication Sciences	0.63
3.	National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration	0.72
4.	"Lucian Blaga" University, Sibiu, "Simion Bănuţiu" Law Faculty	0.66
5.	"Ştefan cel Mare" University, Suceava, Faculty of Economic Sciences and Public Administration	0.86
6.	University from Oradea, Faculty of Legal Sciences	0.60
7.	"1 Decembrie 1918" University, Alba Iulia, Faculty of Law and Social Sciences	0.67
8.	"Petru Maior" University in Târgu Mureş, Faculty of Economic, Legal and Administrative Sciences	0.57
9.	"Ovidius" University Constanţa, Faculty of Law and Administrative Sciences	0.59
10.	"Spiru Haret" University, Faculty of Law	0.61
11.	"Gheorghe Cristea" Romanian University of Sciences and Arts, Faculty of Public Administration	0.62

	<i>Sample III</i>	
1.	LITHUANIA – Kaunas University of Technology	0.61
2.	ESTONIA – Tallin Technical University	0.62
3.	MACEDONIA – South East European University	0.42
4.	TURKEY – European University of Lefke	0.58



#### 4.2.3. Conclusions

As revealed by numerous studies, the correlated processes of Europeanization and transition provide significant opportunities for developing education in the area of public administration in Europe and offer a possibility for emancipation for this area, Europeanization being in continuous movement, “and the normative power of the European realities will certainly make the higher education in Europe to be more European in this century” (Rudder, 2000).

The study presented in the paper represents the continuation of a research started by the author in 2006 that has not been

concluded. The partial results of the above-presented research the paper “Europeanization of the Higher Education in the area of Administrative Sciences in Romania”<sup>11</sup>, completed by those in the paper published by NISPAcee<sup>12</sup> this year, provide the image for the behaviour of Romanian universities on promoting Europeanization of higher education in the area of administrative sciences in Romania by the undergraduate academic programmes.

The focus on the topic of Europeanization of higher education in the area of administrative sciences in Romania is grounded on the necessity to make compatible the content of basic and continuous education with that of prestigious institutions from European Union countries, with the content and methods of education specific for European higher education in the area of administrative sciences, so that the programmes would become more attractive, in order to include the modern dimensions of the academic programmes such as: exchanges, mobility and academic collaboration, mutual acceptance of diplomas, exams and credits for courses, comparable, clear as significance and content.

The above situation is justified, for Romania, on one hand by the relative recent (2005) option of Romanian authorities to pass to implementing the measures deriving from Bologna Declaration, and on the other hand by the lack of methodological and systematic practice for researching the compatibility of academic programmes concerning their content and forms of organisation.

We present the results of the research that reveals important conclusions about the current direction for the education in public administration in Romania and some states from Europe in the context of integration into the European Union. Under the terms of Europeanization, the increased challenges of the politico-administrative interaction between national administrations and EU

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<sup>11</sup> Matei, Lucica, 2006, “Public managers under pressure: between politics, professionalism and civil society”, Milan, Sept. 2006, *Study Group IX: Administration and Teaching*, Paper presented at EGPA Annual Conference.

<sup>12</sup> Matei, Lucica, 2007, „Lessons and Recommendations for Improvement: Central and Eastern European Public Administration and Public Policy”, NISPAcee, 2007, Bratislava, Slovakia, pp. 87-131.

institutions illustrate the fact that it is essential for the graduates of public administration to acquire knowledge about the European context of policy making, administrative organisation and culture of other Member States and associated countries of EU. As second element, the transition process in the Central and Eastern European countries could offer impetus to the area of administrative sciences in searching its own identity and approaches within a European context.

In this context, we would like to reveal the following issues:

1. We feel the need to extend the research, both as theme and topics approached, in order to formulate conclusions and appreciations with a higher degree of generality.

The educational programmes for the undergraduate academic studies are provided by other tens of universities in Romania and much more in Europe. The approach and design from the perspective of content has got distinct histories and directions, emphasising three major directions at the level of the three academic samples:

- *normative, traditional approach*, from the legal perspective, based on administrative law and other branches of law (**FRANCE**: Universite Montpellier 1, Faculty of Law; Universite Bretagne Occidentale, Faculty of Law and Administration; **ROMANIA**: “Lucian Blaga” University, Sibiu, “Simion Bărnuțiu” Law Faculty; University from Oradea. Faculty of Legal Sciences; “1 Decembrie 1918” University, Alba Iulia, Faculty of Law and Social Sciences; “Ovidius” University. Constanța, Faculty of Law and Administrative Sciences; “Spiru Haret” University, Faculty of Law);

- *economic, managerial approach*, based on a curriculum inspired from the area of economic sciences and management (**ITALY**: Universita degli Studi di Ferrara, Faculta di Economia; **PORTUGAL**: Braganca Polytechnic Institute, Management and Public Administration; **ROMANIA**: Academy of Economic Studies, Bucharest, Faculty of Management; “Ștefan cel Mare” University, Suceava, Faculty of Economic Sciences and Public Administration; “Petru Maior” University in Târgu Mureș, Faculty of Economic, Legal and Administrative Sciences; **LITHUANIA**: Kaunas University of Technology; **ESTONIA**: Tallin Technical University);



▪ *organisational approach*, based on political sciences and organisational theories (**SPAIN**: Universidad de Leon, Facultad de Ciencias Sociales y Juridicas; **ROMANIA**: “Babeş-Bolyai” University, Faculty of Political, Administrative and Communication Sciences; National School of Political Studies and Public Administration, Bucharest, Faculty of Public Administration; “Gheorghe Cristea” Romanian University of Sciences and Arts, Faculty of Public Administration; **TURKEY**: European University of Lefke).

2. It is necessary to develop comparative studies with more universities and institutions from EU countries, to undertake and formulate some relevant standards and criteria in order to describe and evaluate precisely the forms, content and effects of Europeanization of higher education in administrative sciences.

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### **4.3. Dialogues and Thematic Experiences about European Training\***

#### **Abstract**

The paper aims to emphasise the key elements of the matrix of regional cooperation in the educational area in the context of development and enlargement of the Europeanisation process in the administrative space and establishing the new education priorities in the area of training for European integration.

#### **4.3.1. Romanian educational performance in the area of European training**

##### **4.3.1.1 Argument**

Within a multinational and multistructural framework of European Union decisional bodies, including broad diversity of governmental structures, traditions, political and administrative practices of the Member States and acceding countries, it is important to train „actors” for European integration, for their new roles.

The traditional roles of the actors are undergoing a changing focus; they are becoming holders of conceptual responsibility – designing architectures of systems and processes, validating solutions, ratifying proposals. The new roles assume to provide to the actors adequate types of managerial skills, especially strategic design, interpersonal relations, project management, change management in the context of EU enlargement.

Integration into the European Union, as global process in the European space, is expressed distinctly, in the area of higher education, training and professional training, being supported and

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\* Presented at the First Meeting of the ReSPA Steering Committee with Representatives of the EU Schools of Public Administration, Brussels, 25<sup>th</sup> April 2007.

promoted by a specific legislative framework and relevant institutional mechanisms.

In this context, the priorities are focused on: (1) training the professionals necessary to the fields related to public administration, (2) official recognition of the new professions and occupations specific for public organisations, and (3) training of trainers for the profiles of the respective competencies.

#### 4.3.1.2. National School of Political Studies and Public Administration – Faculty of Public Administration – a European experiment of civil servants and public employees' training

The university has the mission to cultivate attitudes, to transmit knowledge, to train specialists in order to validate the higher education quality in the context of the political and economic imperatives that promote „a closer Union” between the European states. Knowing and responding to the specific education, training needs, the universities respond to the EC social and economic development requirements.

The enlargement of the higher education in administrative sciences for the undergraduate academic cycle in the latest 10 years, in Romania, as well as the position held by SNSPA in the area of master and doctoral academic studies<sup>13</sup> in administrative sciences have represented determinations for the author to achieve a study on „**EUROPEANIZATION OF HIGHER EDUCATION IN THE AREA OF ADMINISTRATIVE SCIENCES IN ROMANIA**”<sup>14</sup>, whose results, partially will be presented.

In this context, the higher education institutions respond to the challenges concerning the European studies, fact demonstrated by including the European dimension in creating faculties and developing specializations. The specialization on European matters

<sup>13</sup> National School of Political Studies and Public Administration (SNSPA) was created in 1990 and its mission was to organise only postgraduate studies, for the time being master academic programmes; since 2001 it is the unique institution organising doctoral studies in the area of administrative sciences in Romania.

<sup>14</sup> Some results of the research were presented at EGPA Annual Conference, Milan, Sept. 2006.

is developed in the faculties of administrative sciences, political sciences, economic sciences, legal sciences and other faculties. At the same time, the courses organized in the second cycle - master academic studies – are studying the European matters.

The approach of the theme concerning European education will be presented in the following logical framework:

A. Reflecting the activities of the European integration process and public administration reform in the education programmes, expressed by:

1. “Europeanism degree”;
2. training needs;
3. a new specialization for European Administration.

B. SNSPA-FPA experience concerning the programmes with European content

- 1) academic education
- 2) continuing education
  - specialization
  - professional training

C. Matrix of the regional stakeholders

#### 4.3.2. The impact of European integration on public administration reform

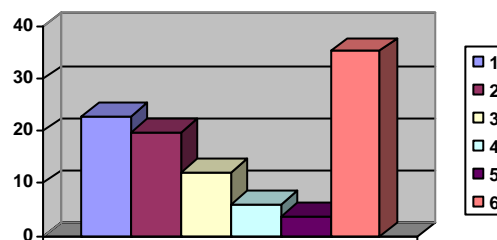
##### 4.3.2.1. The impact of education on public administration reform

In our opinion, we may consider the following as specific elements for Europeanisation of higher education in the area of administrative sciences in Romania, relevant to express the Europeanism degree:

- a) *Openness degree towards the European studies;*
- b) *The absorption capacity of the European funds designated to higher education;*
- c) *Capacity to organise scientific events with European theme;*
- d) *Institutional capacity;*

*e) Level of interest provided by public and private institutions concerning the educational offer of SNSPA-FPA on European Administration.*

The results of the study concerning the “Europeanism degree” in the content for educational process concerning the undergraduate, master, doctoral cycles in administrative sciences, as well as the social perception of the phenomena and processes deriving and influencing decisively Romanian public administration reform, the training needs for each academic cycle, the insertion on the labour market of the graduates in the area of administrative sciences reveal the following fact: in the context of accession into the European Union, Romania records genuine changes of the public administration, perceived also by the subjects of our study. They appreciate that the European integration will contribute significantly to the public administration improvement; 83.1% answered affirmatively, while 38.9% consider that the current public administration system is well organised.



**Figure 4.3.1.** *Perception of the effects of Romania accession into the European Union on the public administration reform*

- 1- increasing the public administration efficiency
- 2- professionalisation of the civil service
- 3- transparency, openness
- 4- extra financing
- 5- improving the service quality
- 6- complying with EU standards/managerial requirements

The respondents perceive integration into the EU as the vector to make efficient the public administration (22.9%), to make the civil service more professional, on going process (19.8%), to stimulate the access to the European funds. The alignment to European standards and European managerial requirements (35.3%), getting knowledge and promoting the European „best practices” in managing the national problems (61.8%) represent dimensions of the European integration of Romania, dimensions confirmed also by the answers concerning the need to modernise the public administration for integration into the European administrative space (92.4%). We mention the fact that 60% of the subjects are not involved in actions or activities on the European integration issue.

#### 4.3.2.2. Training needs

The categories and level of the training needs for FPA, „European Administration” specialization represent the result of the analysis concerning the needs identified after processing the questionnaires, feedbacks of the training programmes, interviews, as well as the requirements expressed by the candidates for FPA in the first cycle within the session of July 2006.

The following categories of training needs are identified:

- category A: *introductory courses* with general notions about EU construction, EU institutions, EU development;
- category B: *courses to know* EU matters;
- category C: *courses of specialization*.

The levels of the training needs are as follows:

- *Beginners*, that we may develop from the pre-university education (46.4% of the respondents and ½ of this year candidates at the faculty wish to be students at the „European Administration” specialization or during the third semester of the first cycle of study (in the common branch) to develop a larger number of disciplines focused on European studies.

- *Advanced-specialization* developed for the students of the „European Studies” specialization, or those attending specialised master programmes of 2 years, or the executive master

programmes of 1 year; for the latest it is imperative to increase the number of disciplines in the area of European administration, 69.3% of the respondents being in favour.

- *Professionalisation* through doctoral studies, for the graduates of „European Administration” specialization, young teaching staff and civil servants with preoccupations in European matters; 72.7% consider necessary education by doctoral studies in administrative sciences, with themes on European administration.

The trainees of the short term courses expressed the opinion that for the civil servants we identify both the training level by doctoral studies, their niche being relative small, and the level of *specific training needs* considered as main needs (specific themes, i.e. European affairs, European Project Cycle Management, Structural Funds, partnerships of development, strategic planning) as well as *training needs by information*.

#### 4.3.2.3. Opportunity of specialisation in European Administration

In the Romanian academic spectrum, the “European Administration” specialization is organised only at SNSPA - FPA, specialization set up in 2004, operational with the academic year 2005-2006, at the same time with the application of the requirements imposed by Bologna process in Romania. The opportunity of delivery and finalisation of such a specialization both in the first cycle – undergraduate academic studies and for the second cycle – academic master studies is also confirmed by the subjects of research in a percentage of 73.6%, respectively 82.9%. 70%, respectively 75.7% of the respondents are in favour to obtain the diploma for finalising the courses of the two cycles.

The specialization in “Administrative Sciences” by doctoral academic studies is necessary in the opinion of 53.8%, and 50.2% wish to finalise by obtaining the Ph.D. diploma in “Administrative Sciences”. 66% of the subjects wish to continue their own education by doctoral studies. Beyond the academic education on cycles, 30% of the subjects consider also necessary the training programmes by short term courses, finalised with certificates, while around 45% have no answer. At the same time, they

(61.1%) consider necessary the continuous specialisation of the academic staff.

Including the European and international dimension by organising the “European Administration” specialisation or the master programmes with integral European content and training by short term courses with foreign partners, some of them in English language were arguments for 88% of the subjects that evaluated very good and good the representation of the European dimension in FPA-SNSPA programmes. 52.2% show that it is necessary to introduce new disciplines with thematic content, reflecting the European matters, 32.2% are for creating new faculties and/or specializations of European administration, while others (around 45%) responded in a negative way or not at all.

#### 4.3.3. SNSPA – FPA training programmes with European recognition

##### *Academic Master studies*

The programmes of academic master studies are created by optimum combination of some legal, economic, managerial, social disciplines, responding to market requirements for the niche of public administration. In this respect, there are developed Master programmes focused on specialization in European administration and European studies, with a duration of two years, executive Master programmes with a duration of one year, addressing to those involved in activities specific for public administration, with European feature, as well as to those in national public administration and Master programmes of 1.5 years with applicative feature from the perspective of developing the practical skills for the public sector.

Starting with the university year 2002/2003, the National School of Political Studies and Public Administration introduced in its educational offer at the Faculty of Public Administration, the organisation of a complex, interdisciplinary Master programme, entitled in a very comprehensive way, “The European Public Space”.



This Master programme is significantly different from the other Master programmes organised by universities in Romania and it presents some specific features, namely:

- it focuses on understanding and getting thorough knowledge about fundamental issues on European integration;
- it benefits of the support of the Ministry of European Integration;
- it approaches both traditional and virtual methods of teaching and learning.

The Master programme “The European Public Space” benefits of national acknowledgement. Thus, on the proposal of the Senate of National School of Political Studies and Public Administration, its curriculum was approved by the Ministry of Education and Research.

At the same time, the Ministry of European Integration “is in favour of the activities achieved by National School of Political Studies and Public Administration through the organisation of this Master programme”, mentioning: “the Ministry will bring its own contribution in concluding the curricula for the disciplines concerning European Union”.

“Jean Monnet” Action, aimed to promote and develop teaching on European integration matters is represented in FPA actions, programmes:

- Master programme: “European Public Space”, organised on 3 “Jean Monnet” European Modules: 1. “European Administrative Space”, 2. “European Economic Space”, 3. “Foreign Common and Security Policy of the European Union”;
- “Jean Monnet” Permanent Course: “EU Policies for Public Management”;
- “Jean Monnet” Chair, “Studies on Europeanisation of administration and civil service”.

<b>Target group of the European Module:</b>
<ul style="list-style-type: none"> <li>- public employees and civil servants of ministries, local public administration with tasks in European integration.</li> <li>- other persons interested in specialization on European subjects.</li> </ul>

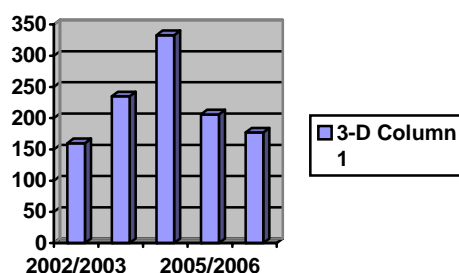
<b>Objectives</b>	
<b>Overall objective:</b> <ul style="list-style-type: none"> <li>- Providing knowledge and the recent information on European Union matters.</li> <li>- Facilitating the students' understanding on the above-mentioned subjects.</li> <li>- Developing the students' theoretical and practical skills.</li> </ul> <p>The following <i>strategic objectives</i> are pursued:</p> <ul style="list-style-type: none"> <li>- training and development of the high public officials, required by the activity of the public administration, which should be able to meet the requirements of the Civil Servants Act and the exigencies imposed by the integration of the Romanian administration into the European administrative space;</li> <li>- training of specialists for scientific research, who are able to further their studies by a Ph.D. degree in public administration studies.</li> </ul>	<b>Specific objectives:</b> <ul style="list-style-type: none"> <li>- achieving teaching activities at high standards of quality, imposed by the experiences and practices of education in European integration, by using and turning into account the expertise and experience of teaching staff and specialists from National School of Political Studies and Public Administration as well as other prestigious institutions with which it cooperates.</li> <li>- Meeting the genuine needs of education in European integration of public employees and civil servants, needs that were determined by studies and analyses.</li> <li>- Thematic and structural compatibility with educational programmes similar in prestigious institutions and schools in Europe.</li> <li>- Developing a modern approach for the teaching activities.</li> <li>- Developing theoretical and practical skills for the students.</li> <li>- Understanding and obtaining thorough knowledge about European Union policies, effective systems of public management.</li> </ul>

<b>Teaching activities:</b>
The module comprises as teaching activities the following: courses - 10 h/discipline, seminars - 10h/discipline, workshop - 4h /discipline and internships.

Module	Disciplines
M1: "European Administrative Space"	EU Structures, Mechanisms and Institutions
	Law and <i>acquis communautaire</i>
	European Community Civil Service
	EU Policies for Public Management
M2 "European Economic Space"	European Economy
	Regional Policy of European Union
	European Budgeting and Taxation
	Financial Control and Public Audit in EU

M3 "Foreign Common and Security Policy of the European Union"	European Security and Defence Policy
	The Second Pillar of the European Union – Foreign Common and Security Policy of the European Union
	The Eastward Enlargement of the European Union and its Implications on Security
	The New European Architecture for Security in the context of Trans-Atlantic relations
	Scenarios for the Future

Academic year	2002/2003	2003/2004	2004/2005	2005/2006	2006/2007
Number of students	160	235	333	206	178

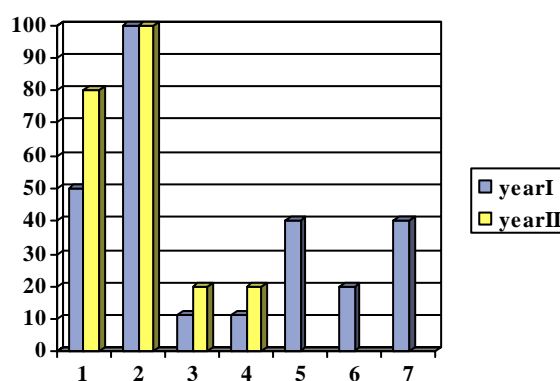


**Figure 4.3.2.** *Evolution of the number of students at the Master "European Public Space"*

The study of the disciplines approaching topics, especially the European studies is significantly represented at the two Master programmes, each with duration of two years: "European Administrative Studies" and "European Public Space".

■ While at the Master programme "European Administrative Studies" we remark an increase of Europeanism degree (E.D.) since the first year from 50% to 80%, in the second year of study, at the Master programme "European Public Space", E.D. has remained constant as value of 100% during the two years of study, confirming and differentiating the contents of the study disciplines.

■ Proportional with the Europeanism degree of each Master programme we remark also a proportional evaluation of the transfer credits, providing a complete overview from the perspective of the coverage degree of the hours of course, seminar, laboratory, individual study, reflected in the number of credits.



**Figure 4.3.3.** *Academic studies of Master*

A. Representation of the Europeanism degree

1=European Administrative Studies

2=European Public Space

3=Public Sector Management

4=Executive Power and  
Public Administration

5=Good Governance and European  
Integration

6=Administrative Capacity and  
Acquis Communautaire

7=Management of Public Affairs

Analysing the other Master programmes that we identify in the trajectory for student professional education, as issues for the professionalisation direction, we remark the following dimensional aspects:

■ There are Master programmes where the European theme is not individualised on study disciplines, as it is found implicitly

in their contents, (E.D. with value between 11.11% and 20%), as they are conceived on the theme of public administration, or executive Master programmes, where the representation of the European theme is up to 60% from the total of the study disciplines, being Master programmes with duration of one year.

- The great majority of the disciplines on European studies are compulsory disciplines, the representation degree is between 25% and 100% from the total of the compulsory disciplines, one discipline has status of “Jean Monnet” Permanent course, and a small part comprises associated disciplines, with a representation degree between 33% and 60% in the total of the associated disciplines.

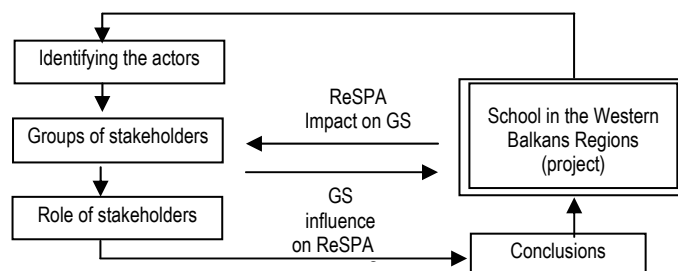
- The volume of the hours allocated to the study of these disciplines is larger at the Master programmes specialised on European studies (from 78.88% to 100%), medium at the executive Master programmes with European theme (from 40% to 60%) and lower at the Master programmes aiming the study of public administration (up to 20%).

#### **4.3.4. Responsibilities and construction of a matrix for regional cooperation in the area of training**

The analysis on the involved stakeholders in civil servants' education in the European area enables the identification and evaluation of their roles and importance, affecting significantly the education.

It is important that public administration authorities acquire knowledge about the stakeholders involved in the education process (sometimes they could belong to this group), develop strategies of cooperation aimed to create the corps of civil servants, specialists holding the necessary qualification.

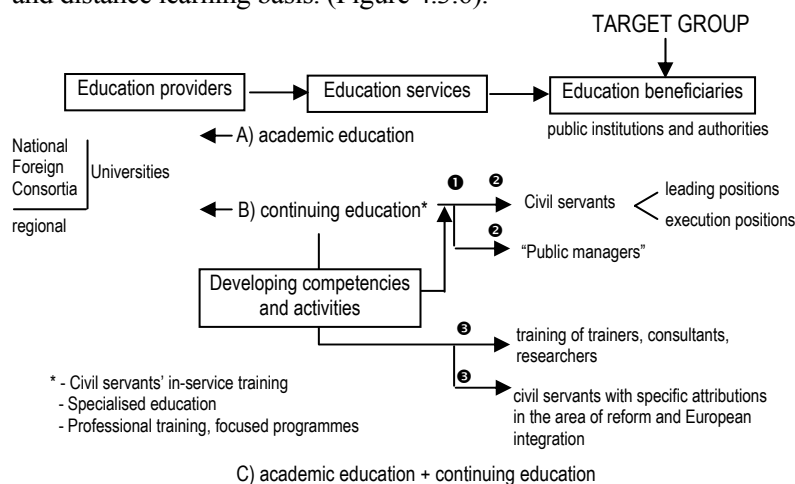
In the construction of the “School” project we distinguish the stages for identifying the actors, establishing the stakeholders, the roles (Figure 4.3.4).



**Figure 4.3.4. Stages**

The roles of stakeholders could be education providers or education beneficiaries, thus forming the binom of education (Figure 4.3.5). The relation between education providers and education beneficiaries is biunivoque, being a link ensured by education services.

The education services could be academic education (university level), courses for developing the skills of civil servants in order to create the corps of professionals, thematic courses or courses for trainers of civil servants. The courses are organized on full time basis and distance learning basis. (Figure 4.3.6).



**Figure 4.3.5. Binom of education**

Variables		Aim (V <sub>1</sub> )	Target group Beneficiaries of education (V <sub>2</sub> )	Access (V <sub>3</sub> )	Period (V <sub>4</sub> )	Themes (V <sub>5</sub> )	Coordination (V <sub>6</sub> )
Continuing education	Specialised education	Developing SPECIFIC competencies and skills, necessary to positions with high level of complexity	Defined in a restrictive way (for ex. high civil servants for the Prefect office, for public managers, for leading positions etc)	selection	min. 180 hours max. 2 years	Complex: - several modules, logic succession (See for ex. the Master "European Administrative Space", Master "European Administrative Studies"	In a unitary manner, similar to project management
	Professional training	Developing competencies and skills in order to increase the quality of results obtained in civil service position	defined on a broad scale (for ex. civil servants)	enrolling	min. 3 days max. 7 days	Unitary, subsequent to a specific field	Individualized, similar to managing a specific event
Basic education		Acquiring knowledge and developing some professions (for ex. graduates in administrative, legal, economic sciences) represents criterion for employment in a civil service position	defined on a broad scale	Contest of admission	3 years	complex	Unitary, similar to project management

**Figure 4.3.6.** *Matrix of education in civil service system*

The typology of actors is represented by the following categories, representing stakeholders.

**1. Decisional factors** - at national level ( $V_1$ )

$V_{11}$  – ministries and agencies

$V_{12}$  – training institutions

$V_{13}$  – professional associations

**2. Education providers** ( $V_2$ )

1) national level  $V_{21}$

2) European level  $V_{22}$

3) regional level  $V_{23}$

4) world level  $V_{24}$

**3. Education services** ( $V_3$ )

1) Academic education  $V_{31}$

2) Continuing education  $V_{32}$ (continuing education – $V'_{32}$ ,  
specialization – $V''_{32}$   
professional training – $V'''_{32}$ )

3) Mixed education  $V_{31} + V_{32} = V_{33}$

**4. Beneficiaries of education** ( $V_4$ )

1) public institutions and authorities

2) individual persons

Example:

- We can define the “unitary matrix of education A”

$$A = \begin{bmatrix} A_{11} & A_{12} \\ A_{21} & A_{22} \end{bmatrix} \quad (1)$$

where:

$A_{11}$  – decisional vector;

$A_{12}$  – education provider vector;

$A_{21}$  – education services vector;

$A_{22}$  – education beneficiary vector.



They are vectors identified in the matrix of stakeholders.

$$V = \begin{pmatrix} V_1 \\ V_2 \\ V_3 \\ V_4 \end{pmatrix} \xrightarrow{(2) \text{ compound}} V = \begin{pmatrix} V_{11} & V_{12} & V_{13} \\ V_{21} & V_{22} & V_{23} \\ V_{31} & V_{32} & V_{33} \\ V_{41} & V_{42} & V_{43} \end{pmatrix} \quad (3)$$

The elaboration of the instrument “Matrix of regional cooperation in the education area” aims to determine:

1) the actors/groups of stakeholders in academic education, continuing education or the whole system, that could influence positively or negatively the education process;

2) their roles in various stages of the education process.

At the same time, we can anticipate the type of influence that each type of group of “actors” could have on education.

For example, Figure 4.3.7 emphasises the dimension process for the four vectors of “Educational unitary matrix”, depending on the stakeholders on various levels.

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Groups of stakeholders	Decisional factors (V <sub>1</sub> ) Their role in:							Education services (V <sub>3</sub> )						Beneficiaries (V <sub>4</sub> )		Education providers (V <sub>2</sub> )
	Strategy of education	Recognizing the qualifications	Employment plan	Structure of education	Financial resources	Expertise	Agreements and relations	Training	Curricular design	Accrediting the applied system	Organization of modules	Seminars/Thematic workshop	Internship in ministries and public authorities	Public institutions and authorities	Individual persons	
A. National level																
1. Ministry														x		
. of Administration	X	x	x	-	-	-	x	-	-	-	-	x	X			
. of European	X	-	-	-	-	-	x	-	-	-	-	X	X			
Integration	X	x	x	x	-	x	x	X	X	-	X	X	X			
. of Civil Service	X	-	-	-	-	x	x	X	-	-	-	X	X			
. of Justice	X	-	-	-	x	-	x	X	-	-	-	X	X			
. of Finance	X	x	-	x	-	X	x	X	X	x	-	X	X			
. of Education	-	-	-	-	-	-	x	-	-	-	-	X	X			
. of Foreign Affairs	-	-	-	-	x	-	X	x	x	X	x	X	X		x	
. others																
2. Agencies and other institutions concerning the civil servants		X	X									X	X			
3. Universities	X	-	-	X	x	X	x	X	X	X	X	X	-	x		X
4. Training institutions . National Institute of Administration	x	-	-	x	x	x	x	X	x	x	X	X	-	x		X
5. professional associations	x	x	-	x	x	x	x	x	-	x	-	x	-	x		x
6. NGOs	-	-	-	-	x	x	x	x	x	-	-	x	-	x		x

7. Individual persons	-	-	-	-	-	-	-	x	x	-	-	-	-	-	x	x
8. Civil servants	-	-	-	-	-	-	-	x	x	-	-	-	-	x		x
B. European/ Regional level 1. Networks and groups . NISPAcee . EGPA	-	-	-	x	X	X	X	x	x	x	x	x	x	-	-	X
2. Institutions European Commission . EIPA . College of Europe	-	x	-	x	X	X	X	x	x	x	x	x	x	-	-	X
3. Academic consortia from at least 2 countries of the region	X	-	-	X	X	X	X	X	X	X	X	X	X	-	-	X
C. International level 1. OSCE 2. SIGMA 3. UNDP	-	x	-	-	X	X	X	x	x	x	x	x	x	-	-	x

**Figure 4.3.7.** *Matrix of regional cooperation in education area*

#### **4.4. Impact of New Technologies on Public Organisations\***

##### **4.4.1. Information Society, Economy of Information, Management and Public Organisation**

###### **4.4.1.1. A new context for the public sector**

"For the time being, the basic feature of world economy consists in quick development towards globalisation and use of Information and Communication Technology..."<sup>15</sup>

The focus on globalisation is determined by the structural, qualitative and quantitative changes of the economic processes.

"The technological progress, bringing flows of information and changes less controlled beyond frontiers, the consumers and users' expectations versus the most attractive goods in terms of quality/price have contributed to introduction of the possibility of new options in numerous sectors of activity, where there was nothing but the low offer of the monopoly public service. Consequently, the users choose and the public services, within a difficult economic context, should align their prices and services in order to resist to this new challenge. The public sector is preoccupied to identify the dimensions of world competitiveness" (Korten, 1997:148)

The economic, social-cultural, legal, geopolitical shifts and last but not least the technological shifts, facing our contemporary society reveal transparently, a destabilising impact on public sector, define a new role for the state, and make public administration to be citizen and services-oriented (Matei and Matei, 2000: 9).

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\* Presented at The 11<sup>th</sup> Annual International Conference of the Network of Institutes and Schools in Public Administration (NISPAcee), 10-12 May 2003, Bucharest.

<sup>15</sup> Agenda 2000, For a Stronger and Wider Union, COM (97) 2000 final, Brussels, 15 July 1997, vol. I, p. 12.

The information society (basis of new society), concept elaborated in 1980 by the Japanese researcher Yomeji Masuda, reveals the following characteristics: principle of "theoretical codification", new relations set up between science and technology, between innovation and social change. The logic of general interest enables the equality access of all beneficiaries to "modernity", fact that leads to entrusting some public interest services, such as water, gas, electricity, telecommunication, transport to a new society, society of 21<sup>st</sup> century, "electronic society", (Matei, 2001: 131).

In the information society, the national governments play the following roles:

- a) Determining the adequate policies and structures (*e-government*).
- b) Informing citizens about governmental services (*e-administration*).
- c) Using the information about infrastructures in order to improve the administrative practices.
- d) Interface with citizens within the framework of the democratic process of governance (*e-democracy*).

The information society, based on information and knowledge, as "sources of economic performance, rationality, coherence and synergy of social action" (Dobrota, 1999: 434) has contributed to improving productivity, effectiveness and quality of services in OCDE countries by the end of 20<sup>th</sup> century.

#### 4.4.1.2. Information - Principle of Organisation

Moreover we speak about management reforms in public sector and support provided by information technology.

We ask ourselves the question: how can we benefit of information technology in public sector, taking into account the "changes induced by explosions of spirit of initiative". (Drucker, 1999: 245). The first "explosion" was produced in the area of mechanics, the steam engine, invented by Denis Papin in the middle of 17<sup>th</sup> century. The second "explosion" of the spirit of initiative was marked by "industrial revolution" in the middle of 18<sup>th</sup> century. During the second half of 19<sup>th</sup> century, we faced the

third "explosion" that started up in new areas and products: electricity, telephone, electronic goods, steel, chemical and pharmaceutical products, cars and planes.

The fourth "explosion" was provoked by information and biology in the 20<sup>th</sup> century (in 1946, it was produced the first computer ENIAC) and it continues in present.

This moment with great impact on civilisation, marks the information era, and the information becomes the principle of organisation for labour. The decision-making process in the organisation, the organisational structure and the ways for achieving the activities, all are changing. We know that the organisation is based on information.

The computers have been popular in 1980s, thus we do believe that the first decade of 21<sup>st</sup> century might represent a fruitful period for collecting results on one hand, and transforming the public organisations into a "society of high quality public services for citizens", on the other hand.

The same period of 1980s reveals the redefinition of state organisational structures, of the state role in economy, of the relations between civil servants and politicians, politicians as citizens and civil servants and citizens.

The rigid, hierarchical, bureaucratic form of public administration, which dominated especially the 20<sup>th</sup> century, is changing into a new flexible form of public management (Owen, 1994). That change is produced at the level of governance in society and the relation between government - citizens.

The managerial reforms have meant a transformation, not only of public management but also of the relations: market-government, government-bureaucracy, government- citizens, bureaucracy - citizens, representing a result of New Public Management ideas.

"Information and communication will become the dominant forces that define and shape the actions, interactions, human activities and institutions".

#### 4.4.1.3. Information and Communication Technology - Strategic Option

The modernisation of administration has represented a continuous process for decades.

In the public sector, a fundamental change is produced, being results-oriented, under the form of service efficiency, effectiveness and quality, and on the other hand the hierarchical, centralised structures are replaced by decentralised managerial environments.

The involved changes aim, more or less, the response to three major objectives for the organisation:

- capacity to adjust (which turns into account the flexibility);
- capacity of anticipation (that turns into account the supervision);
- capacity to understand and manage (that turns into account the assessment).

Flexibility, management and assessment become keys of change at the organisation level and involve activities of re-organisation, a strategic process, a social project etc.

A radical change in the culture of public administration is needed. The change in culture is required by the ideas of new public management:

- concentrating on leadership process, and not on policy, public sector orientation on efficiency and effectiveness;
- disaggregating the public bureaucracy within agencies that establish relations on the user-payment basis;
- using multiple markets and contracting, as result of competition;
- reducing the costs;
- "target" service, contracts with fixed term, monetary incentives, and freedom of management.

To increase the expectations of citizens belonging to local communities in public institutions and organisations, means to improve the managerial system, the research, evaluation and activity (Matei, 1999: 110 - 113).

To get knowledge about citizens' needs will represent the key pillar in order to use the top information and communication technologies, knowledge management and complex systems. In the 21<sup>st</sup> century, e-government, e-business, e-learning, work, transport etc. will represent arguments that lead to increasing public trust in the electronic modalities of interaction with citizens. Efficiency and economy remain the objectives of good governance. The use and application of ICTs have as purpose the accomplishment of activity in order to improve service effectiveness and quality.

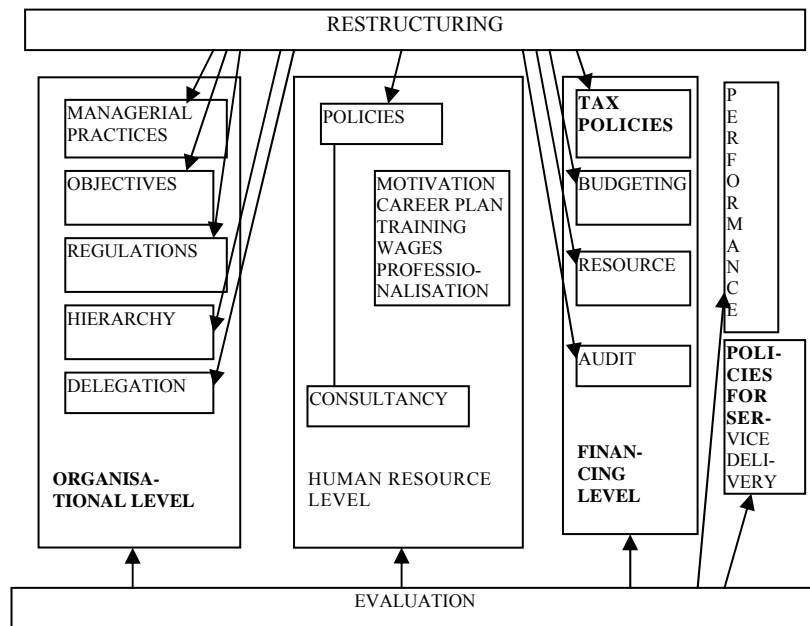
ICTs impact is important on organisational structure and organisational culture. IT offers options for the design of organisational structure, the interaction by means of new modalities, joint functions and objectives, facilitating the set up of working groups on a determined term, as well as communication on large areas. The use of effective IT could provide an attractive work environment, and could motivate the employees by means of job enrichment.

At the same time, ICTs could support the basic values of organisational culture, such as service responsiveness and quality.

The changes required by the public management system are on the following levels:

- a) organisational level;
- b) human resource level;
- c) results evaluation level;
- d) financing level.

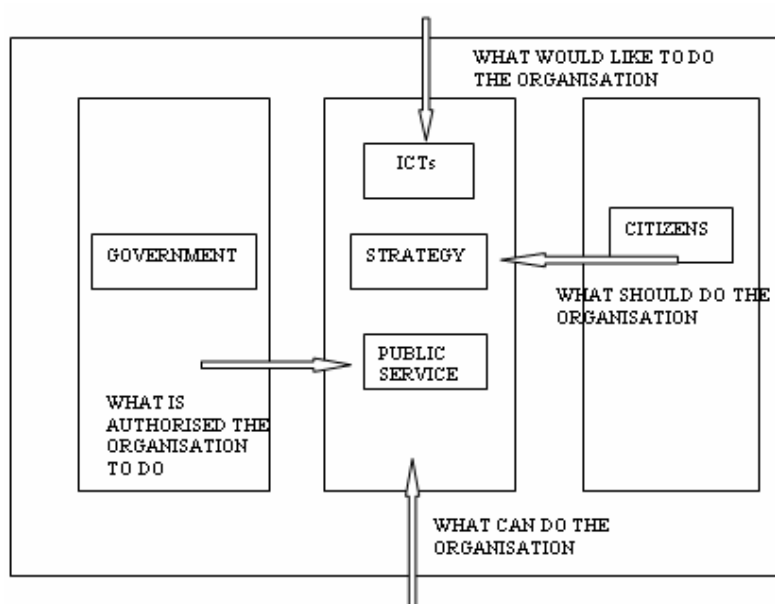




**Figure 4.4.1.** *The level of changes in the management system*

The public organisations focus on the stake "performance", fact supported by ICTs applications and determined by the following factors:

- a) strategic planning;
- b) performance of ICTs investment;
- c) active citizen participation;
- d) accountability for ICTs budget management;
- e) project management.



**Figure 4.4.2.** *The relation: ICTs - public organisations strategy*

The implications of change, especially concerning a genuine change of the organisational culture mean the reform of both external conditions and internal conditions, in the following manner:

- shift from policy to management;
- shift from pyramidal administrative systems to "chester" administrative systems;
- shift from planned and hierarchical enforcement of decisions to a dichotomy between core activities and operational adopted services;
- shift from process-oriented administration to results-oriented administration (benchmarks, evaluations, quality improvement);
- shift from collective delivery of public or social services to flexible delivery of individualised services;

- replacing the concept "money spending" with "cost cutting";
- cultivating the concept of "ownership management".

#### 4.4.2. Public Sector and Information and Communication Technologies

##### 4.4.2.1. The catalyst of change

Information technologies aim the improvement of access to information and services, 365 days per year, 24 hours per day, by means of information kiosks, specially established in public sites, communities centers, other public places, at home etc.

ICTs play an important role in achieving the objectives of policies in the area of education, work, health, justice etc.

ICTs applications enable the dissemination of a large range of information from the public administration institutions, such as: pre-edited documents, information for social assistance, job search, facilities of payment by credit cards, updating the driving licence, tax and charges payment.

The use of ICTs supports the delivery of integrated service, based more on the concept of citizen/user, and less on the administrative service. Consequently, the service delivery is improved, the current expenses of public administration are cut, efficiency, control and effectiveness are improved. For the citizens, the costs are reduced.

In OCDE countries, interactive systems are developed, facilitating the civil servants to provide useful information and services to the citizens/users. There are situations that combine information from the public sector with those from the private sector.

There are well known the cases with data bases that stock information about users and provide opportunities in order to adapt the service to the users' needs within the framework of defined limits. The on-line access to the data bases, the intensive use of already stored information and the better integration or systems

connection reduce the time for completing the documents and enable faster and effective responses.

ICTs support the users' participation in the identification of their needs, as well as in the systems design and feedback after service delivery<sup>16</sup>.

"The electronic service delivery could lead to current service improvement, and also to methods of analyse concerning the organisation of governmental programmes and delivery mechanisms"<sup>17</sup>.

The British experience emphasises the "advanced personalisation" of public services, placing a greater value on public services and their users.

Other countries support the typological development of ICTs systems, such as INFOCID - the Portuguese inter-departmental information system for citizens<sup>18</sup>; INFOCALIFORNIA - the system from California state that provides a portal with multiple services for all state departments; MINITEL from France and VEREDA from Spain, combining information from the public sector with those from the private sector.

#### 4.4.2.2. Citizen-Public Service

We ask ourselves the question: how do we benefit of Information and Communication Technologies in the relation between citizens - public services?

We often assert that the quality of public services depends on costs and large number of employees in the public sector. Efficiency and economy remain key objectives, but service effectiveness and quality become the object of information technology. In this context, the real benefits of information

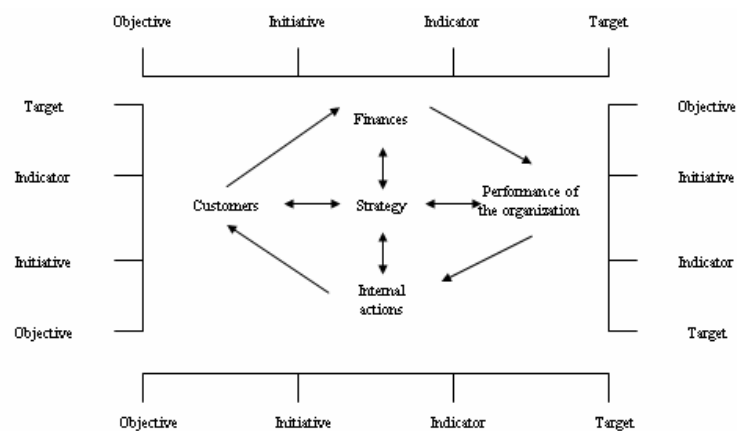
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<sup>16</sup> *Governance in Transition. Public Management Reforms in OECD Countries*, OECD, 1995, pp. 85-87.

<sup>17</sup> Technology Evaluation Office, USA, 1993 in *Governance in Transition*, p. 87.

<sup>18</sup> It is based from the technological point of view on multimedia systems, that comprise image, text and sound. The equipment is available to users and it can be easily accessed in the central areas.

technology consist in improving the interaction at the level of the entire administration and cutting off the administrative expenses. To introduce ICT means to involve the strategic planning process, and the objectives of the public organisation are defined and listed related to priorities.



Source: Fig. 8.2, p.183, Olivier Lagrée, Laurent Magne, e-management, Ed. DUNOD, Paris 2001

**Figure 4.4.3.** *Integrating the concept of strategy within public services*

#### 4.4.2.2.1. The map for e-public sector

The map for e-public sector<sup>19</sup> is designed on the basis of the representation of state and local communities, public institutions

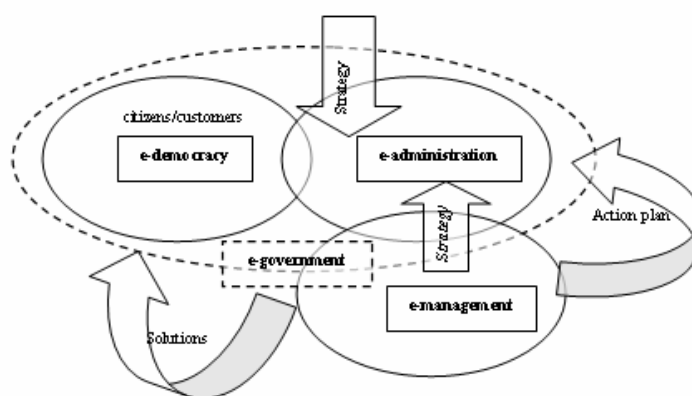
<sup>19</sup> Conceptual sentences:

The design of a map for e-public sector is based on a set of methods and instruments, placing e-administration, e-democracy, e-management, e-governance, e-business into the open system.

*e-democracy*

- using the information technologies in the relation: citizens - elected persons, or, citizens- public authorities;
- expressing on-line their vote.

and structures of private law under the control of public authorities (taking into account the social object, the rules of organisation, the ownership of capital), as well as of the public sector objectives.



**Figure 4.4.4.** *e-public sector map*

It might be configured by:

1. dimension of citizen as "client", the receiver of public services and the transmitter of feedback;
2. dimension of public service (e-business);
3. dimension of institution/public enterprise, supplier of public service (e-administration);
4. dimension of public management (e-management).

Management represents the key element for a model of e-public sector, meaning:

- defining the objectives and priorities;

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*e-governance*

- providing information and services to citizens and business environment (external applications) and using them inside the public institutions (internal applications).

*e-administration*

- using the information technologies in changing public services from public services for citizens into public services of citizens and delivering on-line services.

- delegating responsibilities and assignments;
- informing, being acquainted to the real situation and the capacity to provide solutions;
- capacity to respond to challenges of environment related to changes;
- capacity of permanent adjustment and optimisation.

The core of public services consists in the relation with the citizen/user. When we introduce the component of e-business in that relation, we shall feel the need to turn into account the principle from the private sector, namely fidelity and prospective relation.

When we are searching solutions for the management system of e-public sector we remark the change produced by the operational instruments at the strategic management board. The management system is global, it integrates the dimensions of the relation with the citizens/clients, the internal audit, the inter-administration relations etc. This system combines two factors derived from the private sector: profitability, based on increasing the turnover and absolute or relative cutting the costs, and client satisfaction, built on the contribution of services, personalised with the company.

The analysis of the differentiating elements between the public and private sector, respectively the strategy of traditional approach and the client-oriented one emphasises the following issues:

- 1) necessity of user's (citizen's) existence, considered the "target" of the public service;
- 2) entire definition of public service;
- 3) reorganised public enterprise;
- 4) rationalising the information received from the user;
- 5) knowledge about all the processes that could optimise the activities;
- 6) developing user's autonomy related to public service supplier, in order to obtain information or certain type of services by means of: internet, telephone, fax, videophone etc.

**Characteristics of public and private sector and approaches  
of traditional and market strategies**

Table 4.4.1

Model of public sector	Model of private sector
Public choice Need for resources Openness for public action Equality of needs In search of justice Citizenship Collective action as instrument of policy	Individual choice on market Demand and price Stop for private action In search of market satisfaction Client sovereignty Competition as market instrument.
Traditional approach	Client oriented strategy
Anonymous client Standard services Media publicity Dialogue with client Market segment Target groups	Personalised client Personalised offer Individual message Dialogue with clients Client segment Niche

Within this context, we emphasise the necessity for creating the "Citizen/User Portal" at the level of the administrative unit.

Thus, we achieve the flexible use of the information, providing opportunities in order to liberalise the agreements for service delivery, as well as opportunities for a service closed to client and for the transfer from "the organisation on the basis of functions" to "organisation on the basis of client groups" (Bellamy, 2002:18). Project management, the modular approaches concerning the relation with citizen/user, the elements undertaken from e-business strategy, "which divided each group of users in 'client segments' in order to determine the specific mix of electronic channels, most adequate to each segment", aim to improve the clients' choice; they represent only one part of the conditions designed to improve governmental effectiveness.



#### 4.4.2.2.2. The Model "Citizen Portal"

The model "Citizen Portal", (Gerbod, Paquet, 2001), operational in France at the level of territorial local communities is build on four pillars:

- 1) dividing the citizens/users into segments and setting up the "target group";
- 2) developing the relation: management-citizen within the process of "single service" delivery;
- 3) using multimedia equipment;
- 4) ensuring the dynamic structure for the "citizen portal", aimed to personalise the service.

**The above mentioned model raises two problems for public administration authorities:**

- the boundaries for the proposed services, both in the public and private sector;
- legitimacy of the institution that promotes the activity aimed to create the Citizen Portal.

If the portal is achieved in relation to citizen, the ideal portal aims, mainly, the contribution of proximity services, with a powerful added value, measurable in terms of quality, time and money for the respective services. When creating a portal that unifies the public or private services, INFOVILLE model – Spain, there will be problems related to financing sources and operation for that portal.

A Citizen Portal, as above defined, means at the same time, a greater capacity to gather an ensemble of partners having the same objective, namely to serve the user and also a critical mass, enough important so that the individual is able to adhere to it. The response could belong to variable geometry.

The user benefits of the portal contribution, mainly, as service, under the conditions of personalising the portal and if it is integrated in administration. At the same time, it provides a certain capacity of services at any time, facilitating the citizen stability, by means of the autonomy related to community and administration.

The stake is significant for the organisations that are service suppliers. It means to manage the process, a greater capacity to respond to requests in due time and at the level of the expectations. It is a successful factor for the process.

The Citizen Portal can be considered a means for development, using multiple channels that acquire knowledge about users, their needs and expectations versus administration.

#### 4.4.2.3. Portal for access to e-government services

The shift to Information Society represents one of the strategic objectives of Romanian Government during 2002-2005 period.

The strategic objectives defined within the framework of “*e-Europe+*” Plan and its own plans reveal the following aims: modernising public administration and public services, use of ICTs in health, environment protection, transports, education etc.<sup>20</sup>

During 2002 – 2004, a series of pilot projects are developed, such as:

- Portal for online administrative documents.
- Portal for online requests in order to update the driving licence.
- Developing the information system of Authority for Regulating and Supervising the Suppliers of Certification Services.
- Portal with information concerning health services.
- Portal for access to e-government services.

In this context, we mention the accomplishment of two information systems, very important for Romanian society, namely:

- electronic system of tenders for public procurement, *e-Procurement*;
- information system for searching jobs, *e-job*.

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<sup>20</sup> National Programme for Accession to the European Union, volume I, June 2002, pp. 305-308.

The system for public procurement by means of electronic tenders has been operating at national level since 4 March 2002.

The e-job project is a part of the process for implementing the e-government concept, recently launched by the Ministry of Communication and Information Technology. It is achieved a virtual fair of jobs, providing facilities to the persons looking for employees and to the persons searching jobs, in order to meet their expectations concerning the profile of the adequate candidate, respectively of the job.

The accomplishment of a “one-stop-shop” portal ensures the access to e-government services and the exchange of information and documents between public institutions.

*Advantages:*

- Transforming the system of organisation for public sector and improving the public services.
- Making the public services more efficient, adapting them to citizens' requirements,
- Reducing the bureaucracy;
- Increasing the transparency;
- Developing interactive services.

The system enables the citizen to be authenticated just once, when entering into the system, whenever accessing multiple public services offered by electronic means.

When accessing a certain department or institution, the citizen needs certain services and information, and it is not necessary to know the complex structure of administration.

The system ensures the achievement of the following issues:

- a) to provide information to citizen by electronic means concerning the available public services;
- b) to provide e-government services, by “back-office” systems, existent already in departments or institutions participating or benefiting of this project;
- c) exchange of documents or information between institutions, departments;

d) to supply a joint platform for the interdepartmental exchange of documents.

The specific information will be updated permanently, being organised on types of services, institutions etc. The system ensures the confidentiality of information and guarantees the integrity of the transmitted data. Each public institution will transmit the information corresponding to its own interaction with the citizens and business environment, by means of a specific interface with the system and at the same time it will update them regularly.

The first stage was launched and implemented in 2002 by the Ministry of Communication and Information Technology together with the Ministry of Public Finance, Ministry of Labour and Social Solidarity. Thus, the companies have access to the following online services by means of information technology:

- 1) Ministry of Public Finance  
Statements for the transfer of value added tax.
- 2) Ministry of Public Finance  
Statement concerning the payments to the state budget
- 3) Ministry of Labour and Social Solidarity  
Statement concerning the nominal register of insured persons and the payments to the state insurance budget.

#### 4.4.3. ICTs role in civil servants' training

The Romanian public administration is facing a period of profound structural changes, determined by the necessity of reform, and it has to acquire the standards of effectiveness for a modern administration, aligned to experiences and practices, already accredited in democratic countries of Europe.

The recent decisions of Romanian Government reveal the idea of the shift from "a directed, descended, segmented administration" to a "horisontal, service-oriented administration, with powerful exchange of information between its components, between its institutions etc. Such change corresponds to the

organisational change, determined and facilitated by new technologies"<sup>21</sup>.

Within this context, the word of *e-administration* reveals major practical significances, designed to determine a thorough involvement of all educational structures, with tasks in basic and continuous education of human resources for central and local public administration.

The categories of actions implied by *e-administration* aim the following objectives:

- introducing informatics in order to improve the operational efficiency for central and local public administration bodies;
- introducing informatics in services oriented on citizens and companies, fact that often involves the integration of the services delivered by central and local public administration;
- ensuring the access to information by information technologies for the final users of central public administration services.

The fast development of Information and Communication Technologies and the increase of potential users in both public and private sector requires a long process for application within the framework of the respective organisations, a process of re-organisation and change of the organisations into organisations with configurations using ICTs.

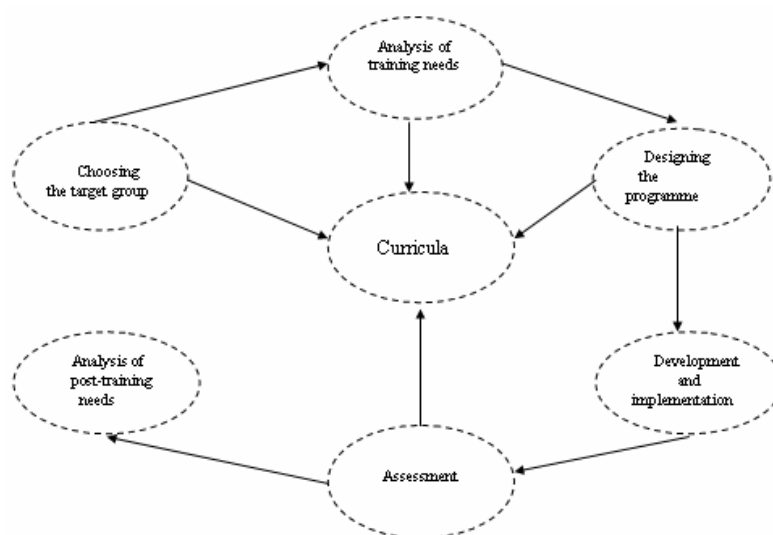
To understand the need for introducing IT and to apply the systems using new technologies, respectively in public administration, represent objectives of modern governance, contributing to improvement of effectiveness of governance.

It should be understood that the information systems in the broad sense cannot be represented by a single discipline within the specialisations of informatics, cibernetics, computer science, and they may represent independent disciplines at the specialisations of administrative sciences.

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<sup>21</sup> Government Strategy on introducing informatics in public administration, O.J., no.705/6 November 2002.

In our opinion, the discipline of informatics for public administration, developed within the undergraduate, postgraduate education, master programmes facilitates the interdisciplinary and multidisciplinary thought, aimed to improve the profile of the modern civil servant.



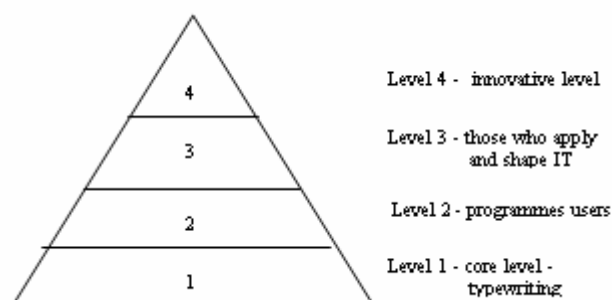
**Figure 4.4.5.** *Curriculum design*

The education and training in ICTs provides a broad area of education. One of the main objectives of ICT courses in universities is focused on encouraging the students to become creative, innovators in use of new technologies and to understand the new opportunities and possibilities of the organisation based on functional procedures. (Vintar, 1996: 16)

Thus, we could identify the following qualitative levels of users:

1. Core level - the typewriting;
2. Second level - use of programmes;

3. Third level – those who apply and shape ICT;
4. Innovative level.



**Figure 4.4.6.** *Levels of knowledge*

The objectives of the "Informatics" course, from the curriculum of Distance Learning Department for Public Administration - within the framework of National School of Political Studies and Public Administration aim basic and continuous education in order to ensure to the current and future civil servants the possibility to understand and act according to Government Strategy for introducing informatics in public administration.

The idea of aligning the Romanian authorities efforts to *acquis communautaire*, specific for public administration imposes the necessity of own standards for education, criteria that are already used in the European Union.

In this context, we would like to present *European and Computer Driving Licence* programme. The preoccupation for civil servants training in informatics is revealed by Strategy of Romanian Government, Government Decision no. 1007, 4 October 2001, which support the introduction of IT in public administration by means of civil servants training as users of IT.

The Training Center for Public Administration – National School of Political Studies and Public Administration (TCPA) is

accredited as the first ECDL Test Center in Romania, for training and testing in ECDL, providing certificates acknowledged in the European Union, (since May 2002).

*TCPA expertise in organising ECDL training and testing programmes*

- Since 2000, the Training Center for Public Administration – National School of Political Studies and Public Administration has initiated projects on IT use in training the public employees, aimed to bring their education in line with the exigencies of public administration reform.

- In this context, “The European Virtual City for Education and Training”, developed in “Leonardo da Vinci” programme together with EUC NORD consortium from Denmark and universities from Spain, Germany and Scotland, represents the most relevant project.

- ECDL programme implementation in Romania constitutes an important objective,

- Understanding the complex contents of curriculum, adapting the training materials and methods, establishing the specific infrastructure.

- ECDL programme management.

The managerial team for ECDL programme comprises teaching staff and specialists in IT, holders of ECDL certificate, graduates of online international ECDL tests.





*Description of the modules*

Module 1

Basic concepts on IT – acquiring knowledge and understanding the basic concepts of IT

Module 2

Using the Computer and Managing Files – knowledge and competence in using the basic functions within the desktop environment.

Module 3

Word Processing – word processing application and advanced features associated.

Module 4

Spreadsheets – basic concepts of spreadsheets and demonstration of the ability to use a spreadsheet.

Module 5

Access database – basic concepts of databases and demonstration of the ability to use a database.

Module 6

PowerPoint – competence in using presentation tools

Module 7

Information and Communication – basic Web search tasks using web browsers and available search engines, bookmarks, demonstrating the ability to use electronic mail software.

The training and testing offer comprises special programmes (PSPT):

- PSPT I – ensures basic training and acquiring ECDL contents;
- PSPT II – complementary modular training for the persons that have already the basic concepts;
- PSPT III – tests for obtaining ECDL Certificate.

Quoting Joseph A. Schumpeter, “public administration should be ready to “reinvent government”, “the process of creative destruction” of traditional structures on behalf of innovative entrepreneurs, in my opinion, we are talking about “redesigning”

or even “reinventing” our organisations today, we are talking about the same context with different words.

Otherwise, the “productivity paradox of ICT” is not going to disappear; we will continue to spend much money on ICT although we should know that “just to throw money for a problem” normally does not solve it; rather, in the field of ICT, this attitude has often created “ruins of investment”.

The need for education and training of civil servants in ICT area means:

- ability to use ICT as an everyday tool for solving different administrative and substantive tasks;
- understanding a new information environment and ICT potential;
- understanding new organisation behaviour to meet the needs of new ICT challenges.

### Conclusions

ICTs represent a catalyst for the public sector, in order to improve the decision making process, efficient management of resources, to increase productivity in the public sector.

In my opinion, we can synthesise the actions undertaken in order to achieve the objectives for good governance, from the prospect of e-administration, e-government and e-governance:

1. Using information technologies in order to redesign and improve the administrative processes.
2. Promoting project management in ICTs.
3. Providing a better access to quality information.
4. Creating the team of specialists, a multidisciplinary one in order to introduce and manage information technology.
5. Intensifying research on economic, social, legal and political implications of the new opportunities in IT.
6. Evaluating the experiences.

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# Civil Service Professionalisation. Institutional and Political Mechanisms

## 5.1. Management of Civil Service Professionalisation in the Knowledge-based Society. Legal and Institutional Framework<sup>\*</sup>

### Abstract

1. Within a multinational and multi-structural framework of the European Union decision-making bodies, including the broad diversity of the governmental structures, traditions, political and administrative practices of the Member States, the core of developing the knowledge-based society, it is important to train actors for European integration in view of their new roles. The actors' traditional roles show a change of focus, the actors becoming carriers of conceptual accountability, designing architectures of systems and processes, validating solutions,

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ratifying proposals. The new roles assume a specific education, designed and developed within this framework. The enforcement of the new roles requires endowing the actors involved with adequate types of managerial skills, especially strategic conception, interpersonal relationship, project management and managing changes within the European context.

2. The knowledge-based society redefines the issue of education.

3. The European integration process has implemented the structures of political power and the organisation of public management, which cannot be found as models, they are considered as such *sui generis*, due to their uniqueness.

Professionalisation in the knowledge-based society assumes to design and develop the education system – main changing vector of all organisations, responding to the challenges of the 21st century and to questions, such as:

- How should be designed education in general and training for employment in a civil service in particular, in order to „comply” with the training needs of the labour market for the public sector in the era of globalisation and Europeanisation?

- How can we develop, modernise and implement the environment of the new information and communication technologies, as essential change of the road of life, learning and teaching?

- Are the governments prepared to invest in promoting the new technologies, various forms of learning, education and in-service training in a knowledge-based society?

The paper establishes an inventory of the minimum conditions for professionalisation of management and civil service, the legal and institutional framework.

This paper aims to demonstrate that practitioners, educators, governors, members of the parliament, broad society, should consider management a discipline for civil service professionalisation.

**Keywords:** professionalisation, civil service management, knowledge-based society, legislation.

### 5.1.1. Conceptual issues

*Public Management Professionalisation* represents the process of attracting, selecting and creating the corps of civil servants, specialised in the area of public management, in order to apply the principles of public management, its modern techniques and methods, aimed to achieve the public institutions' mission.

*Public Management Professionalisation* assumes a redefinition of the contents of the activities of the civil servants' training and development.

The name of *knowledge society* is used today all over the world. This name is a shortening of the term *knowledge-based society*. Romano Prodi, the President of the European Commission uses sometimes the syntagm: "knowledge-based economy".

The *knowledge society* [1], [2] represents more than the information society and IT society, comprising both of them. Knowledge is information with meaning and information that acts. Therefore, knowledge society is possible only on the basis of the information society and it cannot be separated from it. At the same time, it is more than the informational society, due to the major role of information – knowledge in society.

Mankind is irreversible within the framework of the information society, defined as a *society of knowledge* and at the same time as a *society of organisations* (Drucker, 1992).

The best meaning of *knowledge society* is probably that of information and knowledge society.

Knowledge society [2] assumes:

I) An extension and profound study of the scientific knowledge and truth about existence.

II) Use and management of existent knowledge under the form of technological and organizational knowledge.

III) Producing new technological knowledge through innovation.

IV) Dissemination of knowledge to all citizens through new means, using with priority the Internet and e-mail, the learning methods through e-learning.



In this context, the knowledge society is characterized by:

a) Fundamenting the new economy, where the innovation process becomes overwhelming. The Internet's influence as market in the information society and the acknowledgement of the importance brought by the value of intangible goods (assets), especially knowledge, represent characteristics of the new economy.

b) Ensuring a sustainable society from the ecological point of view.

c) It has global feature and it is a factor of globalization.

d) It represents a new stage of culture.

In conclusion, „the knowledge society“ is purpose and context of the contemporary development, as knowledge is the only resource that increases along with its use; competitiveness depends on the quantity and quality of the used knowledge and the profitability of any enterprise may increase especially related to investments in producing the knowledge (intellectual capital) rather than in purchasing physical assets. (Vlasceanu, 2001)

#### 5.1.2. Acknowledging the importance of the stake of professionalisation

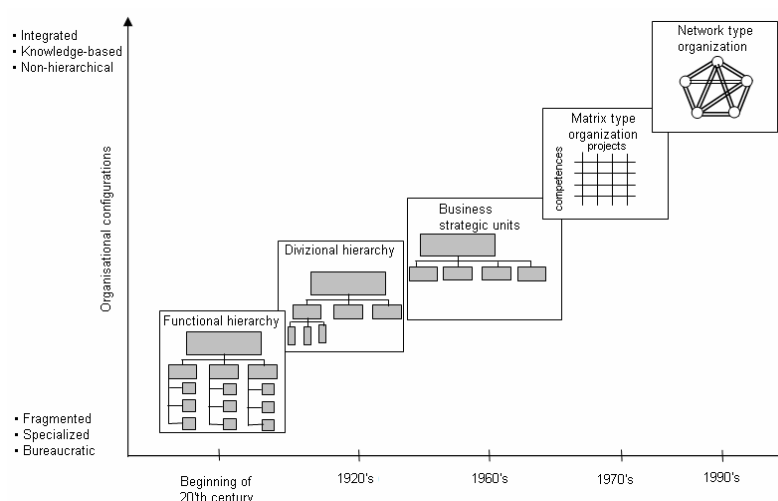
The beginning of the 21<sup>st</sup> century discovers a new Europe, compared to the Europe of 50 years ago, mature, with a *sui generis* structure of the public administration. Globalisation, europeanisation, modernisation and managerialisation have a trigger effect on the national administrations reforms in general and on civil services, in particular.

Within a multinational and multi-structural framework of the European Union decision-making bodies, including the broad diversity of the governmental structures, traditions, political and administrative practices of the Member States, the core of developing the knowledge-based society, it is important to train actors for European integration in view of their new roles.

We assist at the changes of decades. The institutional renewing represents a challenge for public management.

The European integration process has implemented the structures of political power and the organisation of public management, which cannot be found as models, they are considered as such *sui generis*, due to their uniqueness.

The organisational model of the 21<sup>st</sup> century is that of the information-based organisation (Drucker, 1988), characterised by: dominant structure of professionals, low number of the intermediary levels of hierarchical management, ensuring the coordination by non-authoritarian means (standards, rules, cooperation rules etc) (see Figure 5.1.1).



**Figure 5.1.1.** Succession of models of organisational configurations

**Source:** Palmer J (1998) - "The Human Organisation", in Journal of Knowledge Management 1(4):294 -307, quoted in [12].

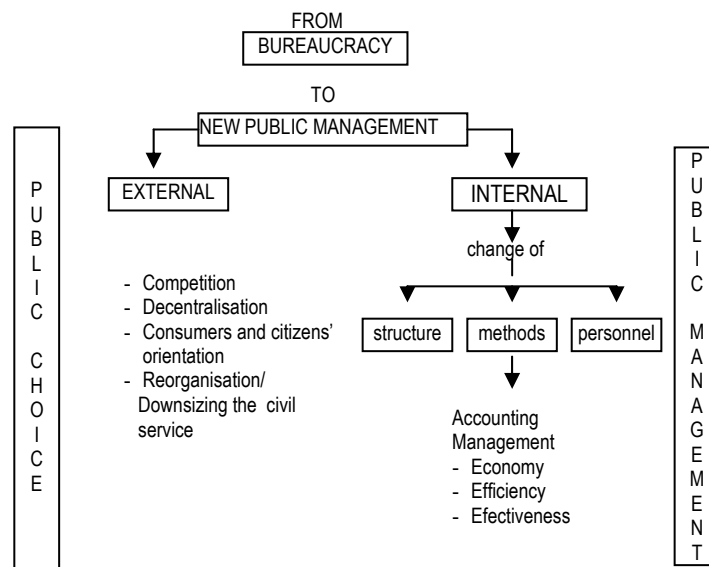
The public management reform at the European level, comprising privatisation, external contracting and decentralisation of responsibilities has led to changing the concept of public service

and to changes within the structure of the corps of civil servants or to their resizing.

We speak today about New Public Management – what is New Public Management?

According to the specialized literature NPM is a global movement aiming to redefine the assignments of the state and public administration; for example the public sector reform is within the activities undertaken by NPM, aiming to replace the bureaucratic model with the managerial one, shifting from the organization formally structured and law- oriented, to management and efficient breakdown of public resources, according to the new economic role of the state's functions.

We may say that NPM is divided in two spheres of action, aiming, on one hand, to transform the external and internal factors of the public sector and on the other hand to influence its costs and performance (see Figure 5.1.2).



**Figure 5.1.2.** *New Public Management (NPM)*

Public management as academic discipline is the result of the interaction of three factors: state structure and reflection in employment and appointment in civil service positions, complex system of the public services (see the bureaucratic traditional models in public administration) and the world movement of New Public Management since the 1980's.

However, NPM imposes changes in the traditional education system, the managerial skills becoming necessary especially for:

- setting the objectives, general coordination;
- strategic and operational planning;
- accounting (cost calculation etc.)
- financial management;
- control;
- marketing;
- personnel management;
- organizational development;
- project management.

After 1995, the first significant outcomes occur in creating and functioning of the knowledge-based organisation. The knowledge-based organisations promote a new concept concerning management, its techniques and practices.

The most important contemporary management is knowledge management.

The actors' traditional roles show a change of focus, the actors becoming carriers of conceptual accountability, designing architectures of systems and processes, validating solutions, ratifying proposals. The new roles assume a specific education, designed and developed within this framework. The enforcement of the new roles requires endowing the actors involved with adequate types of managerial skills, especially strategic conception, interpersonal relationship, project management and managing changes within the context of the European Union enlargement and knowledge-based society.

The knowledge-based society redefines the issue of education.

We assist at the change of conceptions about knowledge. The manner of learning and teaching is changing fast and radically, the training system being open.

Knowledge-based training has a social purpose.

According to [3]:

$L = f(P, Q)$

$L = P + Q$

$L$  = learning

$Q$  = innovating mental activity of the person who wishes to learn

$P$  = scheduled assimilation from manuals

The continuation of training, in-service training represents a component of each government's strategy. It is modeling the society; it has the responsibility to hinder the degeneration of "meritocracy" into "plutocracy".

As Peter Drucker stated: "The knowledge society will become inevitable more competitive than any other known society – because knowledge is universal acceptable, it will no longer be an excuse for non-performance. There will not be poor countries. There will be only ignorant countries."

The public employees' development represents a *stake*, permanently felt by all of us. The public administration reform and the European integration process have strengthened the need for the civil servants' in-service training, playing an important role in the management process of integration. Thus, professionalisation and development are asserting and representing a stake, knowing a qualitative and quantitative growth of training.

Today we speak more and more about public administration and public management as about two revelations of the programmes of undergraduate and postgraduate education in European countries, and beyond the inevitable differences of mentality and culture, we feel at global level, the need of specialists in organisational behaviour, institutional development or selection of human resources.

By Lisbon Declaration [4], the European Union aims to develop, during a decade, the most competitive knowledge-based economy. This declaration contains also a plan of measures showing the main action directions (the vectors of the knowledge-based economy): information society; education; research.

#### 5.1.3. Specific training needs in a specific management structure

The public organisations are developing more and more in the affirmation environment of the knowledge-based society, getting the characteristics of the knowledge-based organisations and resizing the attributes: strategy, forces of change, performance, structure, personnel, functioning. The civil service is characterised by continuity, adjustment and continuous reform. The main changing vector is promoting the practices specific for the knowledge society, at educational and managerial intervention levels.

Professionalisation in the knowledge-based society assumes to design and develop the education system – main changing vector of all organisations, responding to the challenges of the 21st century and to questions, such as:

- How should be designed education, in general and training for employment in a civil service, in particular, in order to „comply” with the training needs of the labour market for the public sector in the era of globalisation and Europeanisation?
- How can we develop, modernise and implement the environment of the new information and communication technologies, as essential change of the road of life, learning and teaching?
- Are the governments prepared to invest in promoting the new technologies, various forms of learning, education and in-service training in a knowledge-based society?

The current modernization concept for reorganization and development of the public administrations requires competent, well trained personnel. The training policy is changing progressively,

adapting to needs and expectations. The development of the European integration process proposes a continuous updating of the institutional and national practices of public management and it involves sustained efforts for civil servants' training and professionalisation [5].

Training and professionalisation have a greater structural importance in the civil servants' career plan. The specific objectives of professionalisation are established in the official texts of the Governments (Constitutions, laws on civil service, regulating texts). The experiences of the EU Member States demonstrate that the public service reforms, human resource reforms in public administration aim common objectives, such as: developing the skills for sustaining the reform and modernization of administration, developing knowledge about European affairs and the European integration process.

#### 5.1.3.1. Structure of the corps of civil servants in Romania

At the end of December 2003, [6], in the public administration in Romania, 110426 civil service positions were identified, that met the criteria established by Law no. 161/2003.

#### **Total of civil servants related to the dimension of the administrative space (population-GDP)**

Table 5.1.1

Data Country	GDP mil. USD	Total population X 1.000.000	Number of civil servants X 10 <sup>3</sup>	No. c.s./ total population (%)
Belgium	209600	10.054	735.4	0.73
Denmark	85480	5.119	878.1	0.17
Germany	1850810	81.075	4919.3	0.60
Finland	77900	5.029	508.3	1.01
France	1321349	57.800	4495.6	0.77
Greece	95000	10.256	362.9	0.35
Italy	1015221	57.265	3652.0	0.63
Netherlands	312300	15.239	713.4	0.46
Portugal	87993	9.862	623.5	0.63
UK	575470	58.245	3060.0	0.52
Romania	22759	22.760	115.3	0.50
Spain	544417	39.417	1801.1	0.45
Sweden	137600	8.635	1265.5	1.46

The above positions are distributed as follows: 65497 in central public administration (59.31% from the total of the civil service positions) and 44929 in local public administration (40.69%).

**Employees in the public sector in limited and in broad meaning,  
in the EU Member States (x 1000) [7]**

Table 5.1.2

	Central Adminis- tration	Regional Adminis- tration	Local Adminis- tration	Other services of the limited public sector	Limited public sector	Other servi- ces	Public enter- prises	Broad public sector
Austria (1994)	169.0	150.0	146.8		465.8	36.3	272.9	775.0
Belgium (1996)	138.4	349.7	244.7	2.6	735.4	18.1	126.1	879.6
Denmark (1994)	213.0		662.9	2.2	878.1		96.6	974.7
Finland (1994)	133.0		375.3		508.3		42.8	551.0
France (1993)	2273.4		1339.7	882.5	4495.6		1505.0	6000.6
Germany (1995)	546.3	2451.6	1735.6	185.7	4919.3	449.9		5369.1
Greece (1994)	230.3		39.0	93.0	362.9		124.9	487.8
Ireland (1995)	186.3		27.2		213.5		55.0	268.5
Italy (1994)	2129.0		1465.0	58.0	3652.0		1006.0	4658.0
Netherlands (1993)	521.9		183.5	8.1	713.4		128.0	841.4
Portugal (1993)	536.6		87.0		623.5		117.4	740.9
UK (1020.0)	1020.0		2040.0		3060.0	876.0	426.0	4362
Romania (2001)	65.497		44.929		110.426		363.0	473.226
Sweden (1995)	233.7		1031.8		1265.5		254.4	1519.9
Spain (1995)	576.3	498.7	398.6	327.5	1801.1		345.4	2146.5
Total	8907.1	3450.0	9777.8	1559.5	23694.5	1380.3	4500.5	29572.2



The positions effectively employed represent 87.97% from the total (12.03% from all the categories of jobs are vacant). The number of managerial positions is limited by Law no. 161/2003 at a maximum of 12% from the total of the civil service positions. For the time being, 10681 managerial positions are employed, representing 9.68% from the total of the civil service positions.

**Statistical data concerning the number of managers in the public service**

Table 5.1.3

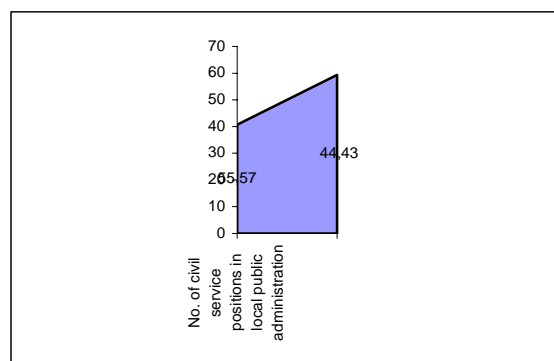
Australia	Managers Women Total	1990 175 1563	1997 312 1502
Canada	Executives Women Total	1994 708 3878	1997 748 3258
France	Managers Women Total	1990 182794 491330	1996 333912 698948
UK	Grade 6 and 7 Women Total	1990 1646 17522	1997 3680 19740
USA	Professionals Women Total	1990 156294 463576	1996 172315 459121
Romania	Total	2003 10681	

**Structure of the corps of civil servants in Romania in 2004**

**Breakdown of civil service positions**

Table 5.1.4

Civil service positions, Total	112847	100%
Civil service positions in national public administration	50140	44.43%
Civil service positions in local public administration	62707	55.57%

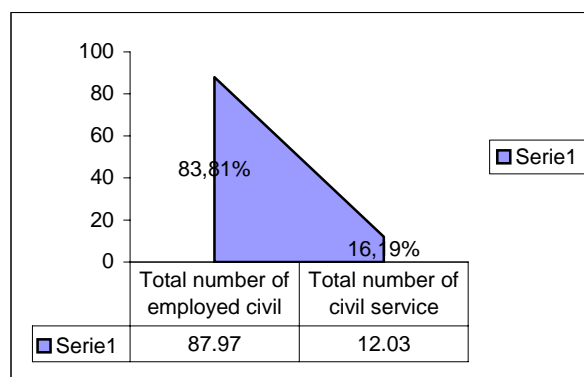


**Chart 5.1.1. Percentage of civil servants**

**Situation of employed civil service positions**

**Table 5.1.5**

Civil service positions , Total	112847	100%
Employed civil service – occupied	94576	83.81%
Civil service positions- vacancies	18271	16.19%

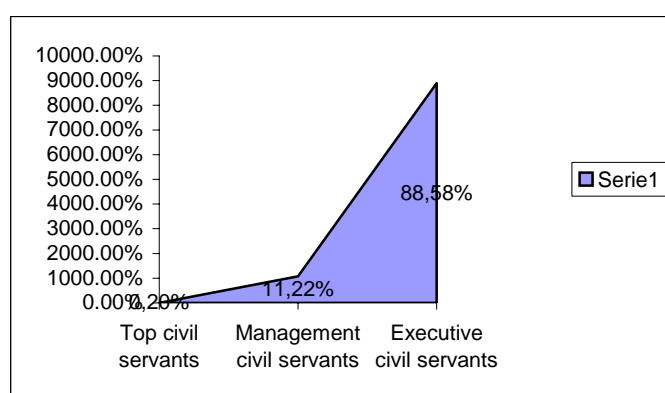


**Chart 5.1.2. Structure of employed civil service positions**

**Structure of civil service positions on categories – Total**

Table 5.1.6

Civil service positions, Total	112847	100%
Category – Top civil servants	188	0.20%
Category – Management civil servants	10616	11.22%
Category – Executive civil servants	83772	88.58%

**Chart 5.1.3. Structure on categories**

On the whole public administration, the number of civil servants with higher education represents 54% and the number of civil servants with high school education represents 46%.

Causes: The number of civil servants with higher education is smaller in local public administration (41%), where the majority comprises civil servants with undergraduate education (59%), due to unattractive salaries and absence of a system of incentives aimed to attract higher education graduates.

**Structure on professions of the corps of civil servants**

Table 5.1.7

No.	Profession	Number of civil servants
1	Economists	17537
2	Engineers, total	18816
2.1	Agricultural engineers	4425
2.2	Geodesic engineers	89
2.3	Engineers with other specialisation	14302
3	Lawyers	4268
4	Physicians	626
5	Veterinary physicians	1849
6	Teachers	3279
7	With education in public administration	407
8	Social assistants	94
9	Sociologists and psychologists	223
10	Other professions	6304

The structure on professions of civil servants reflects an obvious polarisation towards the profession of economist (17537) and engineer (18816), that is not in favour of the civil servants with education in public administration (407), legal sciences (4268), sociology and psychology (223).

Taking into account the nature of the activities developed by the civil servants, and the majority of technical specialisations, we appreciate that it is necessary to establish a balance between the above -mentioned professions, attracting lawyers, sociologists, statistic persons, other specialists with the aim to achieve the general and/or specific competences established for public authorities and institutions by the law.

The management issue related to knowledge is approached from two angles:

- a) as management of organization concerned about the use and integration of various types of knowledge;
- b) as management of knowledge, as such.

We propose five propositions of strategic guide for knowledge management:

1. Knowledge is a product.
2. Transfer of knowledge by best methods;
3. Client-focused knowledge;
4. Personal accountability for knowledge;
5. Strategy of copyright management.

At the European level we find a trend of making uniform various courses of management and public administration, trying to diminish, for example, the orientations to market and its behaviour that occur in the Anglo-Saxon schools of public administration or those concerning the legal framework of a country, specific for continental Europe. [8] The outcomes are visible, the old or new students from all over the world are assimilating today knowledge, relative similar in the area of public administration or management.

Thus, there are studied the functions of management, including organization, coordination, planning, control, motivation and delegation; the specialized literature tends however to replace the functional analysis of all the aspects above mentioned, approaching them rather as “managerial roles”. A special attention is paid also to communication, human resource management, budget and financing of the public sector, achieving equally an introduction in accounting and marketing. Concerning the behavioural dimension of a thorough study on management, it aims on one hand, to accomplish analyses of perception, motivation and job satisfaction, to elaborate theories related to the methods used in decision-making and on the other hand, to discuss about the dynamics of groups and their performance, reviewing the trends of leadership or conflict, interpersonal processes and last but not least the channels of communication best turned into account. There are numerous situations where the lectures focus on organizational meta analysis, structure and culture of organizations, causes and consequences of the institutional changes, organizational development and its implications. The differences between the topic of the courses for introduction in management, delivered within the academic centers from all over the world are mainly due to the weight given by each education system to the above mentioned aspects. On the other hand, there is a “tough core” of all the lectures concerning public management, aiming the analysis of the normative framework and types of public organizations existent in the respective country, trying to respond to the following questions: “What are the managers doing – Do they control, develop strategies, plan and/or make decisions?”, “What training

should have an efficient manager?”, “How is a manager acting?”, “Which are the manager’s purposes?”

#### 5.1.4. Stakeholders’ involvement in developing the professionalisation system

The stakeholders in developing the professionalisation system are identified, finding answers at the following questions:

Which is the target group?	institutions of national public administration and civil servants
Who achieves professionalisation?	specialized institutions and their trainers
How is professionalisation achieved?	programmes, methods, techniques and means
What knowledge and what know-how will training develop?	areas of European training (law, policy, public management, economy, institutions, negotiation)
What results are expected from training?	civil servants in charge with European affairs, Euro managers, persons knowing the European integration process

The stakeholders’ intervention has to be sustained coherently on several levels (Dragomirescu, H., 2001):

##### A. Educational level:

- developing conception *competences* for the members of the organization;
- *professionalisation of individual roles* related to knowledge-based functioning of the organizations.

##### B. Organisational culture level:

- assuming the *ethics of accountable legitimacy* by the members of organization; such ethics is in principle in opposition to individualist exclusivism and it is open to partnership interactivity; at the level of such organizations, and the ensemble of knowledge society, civilization will reveal the ability and availability of the members to work together in a transparent and equitable manner;
- focusing the individual and collective behaviors on the *values of the professionals’ spirit of community*, recognizing the right to personal identity and preeminence of conceptual pertinence as source of influence in organization.

**C. The managerial intervention level:**

- assimilating and extending the *managerial practices of advanced generation*, including those specific to knowledge management;
- adopting the *non-directive intervention style*, oriented to facilitating and articulating the professionals' action, by the management factors.

**D. The work methods and managerial instruments level:**

The above mentioned enumeration shows that for the time being there is available a range of technological and managerial solutions, enough for operationalising the concept of knowledge-based organization; their application assumes judgment in choice, consistency in the learning effort and responsiveness in identifying and assimilating their advantages.

The specialized literature identifies the target groups depending on the training level: general and sectoral level.

We distinguish the following stages in public administration training:

- general basic training;
- sectoral training;
- in-service training (during the whole period of civil servant's career).

**General training** enables the creation of a homogenous group of civil servants, responsible of activities with European dimension, generalists.

**Sectoral training** means a specialized approach of the policies and sectors of activity at the EU level. The European public policies are based on cooperation among civil servants of European institutions and national or specialized agencies, regional and local governments.

The model of the matrix for the training needs designed by European experts, accepting the sectors, roles and levels of accountability in public management of European dimension as key elements represents a component of the process for elaborating the task handbooks of training and developing the new competences.

### Correlating the strategic target groups with the types of programmes and main providers of in-service training

Table 5.1.8

No.	Strategic target groups		Other categories*	Aim of training	Aim of the programme	Issues of contents	Corresponding programmes in the current offer	Providers	Necessary adjustments
01	Top civil servants			Keeping the actual positions/ Access to top civil service position	Improving/Developing the competences necessary for top civil service position	Synthetic vision on the political, social, economic context Modern principles and methods of management Skills of leadership, negotiation and communication	Programmes of specialised training with duration of 1 year	NIA	Separating from other programmes/ groups Adjustments and thematic focus
02	Management civil servants	Young graduates		Access to management civil service position	Developing the elite corps of the future managers from public administration (fast stream)	Conceptual and practical basis of the management position in administration	Programmes of specialised training with duration of 2 years, YPS	NIA	
03	- Future	Young civil servants				Applied knowledge and skills of modern management	Programmes of specialised training with duration of 1 year, YPS	NIA	
04			Executive civil servants of over 35 years old that wish to develop their career		(see line 05/06)	(see line 05/06)	(see line 05/06)	Universities, other providers of in-service training	Assimilation to other programmes for current management civil servants (main stream)
05	- Current			Keeping the actual positions	Improving/Developing the competences necessary for management position	Synthetic vision on the governance process. Modern principles and methods of management Achieving the contexts for areas of management Leadership skills	Programmes of specialised training with duration of 3 months -1 year	Universities, other providers of in-service training, NIA (limited no.)	Separation from other segments Thematic adjustment Updating the contents Thematic focus



06									
07	Civil servants with special** tasks in the area of reform and integration			Development	Developing the competencies in specific areas	Decentralisation/devolution Elaborating the public policies Civil Service Management European integration	Development programmes	NIA, regional centers, schools from ministries, other providers of in-service training	Focus/ Thematic and contents adjustment
08			Other categories of civil servants			Adapted contents to the specific requirements	Development programmes	Regional centers, schools from ministries, other providers of in-service training	Orientation to „tailor made" approach

(\*) Included to underline the fact that these categories, although not priority, benefit of the possibility to attend training programmes adapted to their needs.

(\*\*) For the civil servants with specific tasks in this area, that attend long-term programmes: the priority themes will be inserted also within the framework of these programmes.

Within the internal process of public organization, the so-called managerialism or public management, the interdependencies between structures, procedures and personnel are essential.

#### 5.1.5. Assessing the Romanian legal and institutional framework

The training offer for Romanian civil servants must take into consideration the provisions of the legal framework and especially the following regulations:

- Constitution of Romania (adopted in 1991, amended in October 2003) comprises provisions concerning civil service and public sector employees.
- Training Law 84/1995 with the subsequent changes and completions.
- The Ordinance 15/1998 on the creation, organisation and functioning of the European Institute of Romania, with the subsequent changes and completions .
- The Law 188/1999 on the Statute of Civil Servants, with the subsequent changes and completions.

The normative deed is applicable to “the persons delivering their activity in public bodies of authority” (article 2). The other employees in public institutions benefit of special statutes, some with amendments: the military (Law 80/1995); teaching staff (Law 128/1997); financial checking corps (Law 30/1991); customs personnel (Law 16/1998).

Law 115/1996 regulates the declaration and control of wealth of “high officials” (mainly elected politicians), magistrates, civil servants and personnel with “management positions”. Law no. 14/1991 and Law no. 154/1998 concerning the pay roll system in the budgetary system define the components of the wage and regulate the wages of the employees from the public sector and elected public authorities. The Law on Labour (Law no. 10/1972 and Law no. 83/1995) is applied to the employees from the public sector, whose statute is not regulated by any other above mentioned normative deed. [9].

- The Emergency Ordinance 81/2001 on the creation and organisation of the National Institute of Administration.
- The Ordinance 129/2000 on adults training.
- Government Decision 8/2001 on the creation, organisation and functioning of the Ministry of Administration and Interior.
- Government Decision 710/2002 on the functioning of the National Institute of Administration.
- The Law 215/2001 on local public administration.
- Memorandum on strengthening the administrative capacity and human resources training on European integration.
- Law no. 7/2004 concerning the Conduct Code of the Civil Servants.

The Government of Romania approved in its meeting on 26 January 2006 the draft to modify the Law no. 188/ 1999 concerning the Civil Servants Statute in emergency procedure. The draft law was debated and certified favourably on 9 May 2006 by the Commission for Public Administration, Territory Endowment and Ecological Balance of the Chamber of Deputies, as decisional Chamber.

Law 161/2003 represents a collection of various legislative elements, known as “The Package of Anticorruption Laws”, grouped under the title “Law concerning some measures to ensure transparency in high public positions, civil service positions and business environment, preventing and sanctioning the corruption”.

By Law 161/2003, the General Secretary of the Government and General Secretaries of the ministries are also included in high public positions, representing another positive step in depolitisation of administration from ministries.

#### 5.1.6. As conclusions

The study on management and public administration is obviously indispensable to understanding the principles of democracy and competitive economy. Decision-making, communication with the public, complying with the citizens’ needs involve and are based, under the terms of law, on the art of

negotiation and compromise, art focused on the principles of management.

The profound study of the theories and function of administration, together with the analysis from the managerial perspective do not lead immediately and directly to creation of loyal, efficient, well-trained civil servants, but represent an important step in achieving this objective.

Therefore, balancing and making uniform the programmes of undergraduate and postgraduate education become an imperative for construction of a genuine democracy and coherence of an efficient administrative system.

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## 5.2. A New Concept for Training Leaders, Applied in the Romanian Administrative Area: Public Manager\*

### Abstract

The Romanian public administration reform is on the working agenda of the governments since more than a decade and a half.

Its objectives require a corps of professional civil servants, career civil servants, with adequate training, able to achieve a new interface within the relations with the citizen.

From this perspective, the preoccupations of *training* a new category of leaders for the Romanian public sector have been expressed through creation of a specific category, called *public managers*.

The concept is based on the experiences gained up to the present by many European countries (U.K.) or on the American model and the recent experiments of the new EU Member States, such as Poland or Hungary.

The paper approaches, on one hand, the responsibilities of the actors-trainers in the area of the Romanian leaders for the public sector, based on a SWOT analysis of human resources from public administration, and on the other hand, the activities of training the public managers in Romania, presenting YPS (Young Professional Scheme) experiment.

### 5.2.1. General considerations

Generically speaking, since the decade of 1990s, public administration has represented the object of profound processes of reform and redefinition, determining structural, procedural, administrative and sometimes cultural changes. With a relative stable structure, a centralised system, quantity-oriented and less interested by quality, in the beginning of 1990s, Romanian public

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administration has started to show its weaknesses, the reform becoming a genuine need.

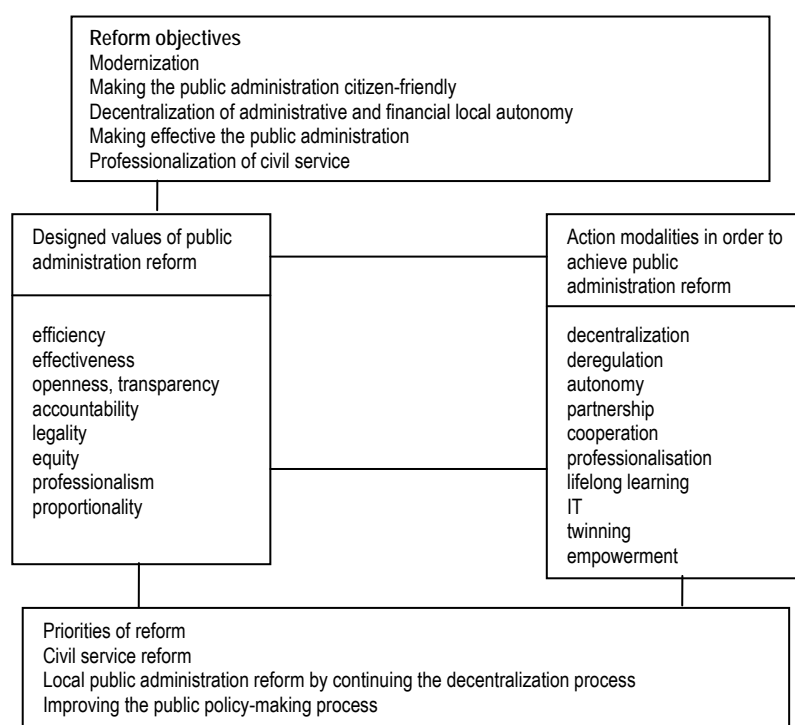
The fundamental characteristics of public administration, common to many modern administrations, structured on a set of principles and rules referring to organisation and management of public administration, on relations between administrations and citizens [1], represent pillars for Romanian public administration in defining its reforms. An effective and democratic public administration represents an important criterion defining the modern feature of a country.

The international geopolitical movements undergone by our contemporary society have in a visible way a destabilising impact on the public sector, defining a new role for the state, making the public administration more customer and service-oriented [2]. The changing role of national traditional state is determined by the effects of globalization and European integration, on one hand and by decentralization, delegation, modernization, privatization, on the other hand. The legal and administrative systems of the European Member States are subject to a permanent adaptation process in order to correspond to the requirements on transposing and application the EC legislation. European Union Treaty and secondary legislation require to the Member States to build their own administrations on common principles: „*democracy*”, „*rule of law*”, „*good governance*”, „*openness*”, „*fight against bad administration*”, „*efficient administration*”.

In this context, for Romania, the year 1990 represents the beginning of the construction of a decentralised system, marked by legislative, institutional, political, economical reforms. The administrative reforms in Romania represent the response of freely elected authorities to the national interest of a sovereign and independent state.

With its own sector, namely the public sector, different from the private sector, the public administration has institutional and functional structures, separating the political level from the administrative level, operating with a traditional concept of civil service.

The new dimension of public administration, citizen-reoriented, responsive to its needs, is subject to reforms and continuous adaptation, in order to be efficient, effective and transparent (Figure 5.2.1). Those values should be found in administrative institutions and processes at all levels. In Romanian public administration reform we recognise the applicability of the content for some „core concepts” about civil service and public sector, and in this context we mention: „developing linearity from known past to uncertain future”( ), „institutional changing as a circle process” (B. Guy Peters quoted in Christoph Demmke, 2004:28), or „the hypotheses of institutional robustness” (Olse, J.P. quoted in Christoph Demmke, 2004:28).



**Figure 5.2.1.** *Dimensions of public administration reform*

### 5.2.2. History and actuality in Romanian administration

In Romania, the state structure, as in other European states has impact on the organisation of public services and civil service.

The public administrations are subject to special regulations stipulated in the fundamental law of the country- Constitution, laws adopted by Parliament, Government decrees, regulations and orders. The administrative territorial organisation of Romania was established by special laws, completing the constitutional law text.

The administrative structure of Romania is organized into communes, towns and counties with the possibility to declare some towns as municipalities (art. 3(3), *Constitution of Romania*, 2003).

In our country, the civil servants issue has represented a preoccupation for governance and legislative systems since the second half of the 19th century.

There is a rich tradition related to regulation of all aspects concerning the regime of the civil service in the state administration.

We can situate the developments of administrative structure and civil service in the same period, revealing the following characteristics:

a. The 1866 Constitution is completed with the package of laws for county and commune administrative organisation from 1874, 1882 and 1884. There were 42 counties, 320 districts, 1526 communes and 4325 villages.

Alexandru Ioan Cuza's Constitution establishes the principle of appointing persons in the Executive body that will deliver activities on behalf of the Head of the state. Some provisions on civil services are comprised in 1864 Electoral Law, making a common body with Cuza's Constitution. *1866 Constitution*, in fact the first constitution in Romania assigns the principle that the King appoints and revokes ministers, respectively appoints or confirms the civil service positions, according to the law.

b. The 1923 Constitution is completed with laws on administrative organisation from 1925, 1929 and 1936, where the



administrative organisation is represented by counties and (rural and urban) communes.

1923 Constitution provides: „ministerial departments and state sub secretariats can be set up or abolished only by law“ (art.93 align.2). According to the principle of symmetry for legal deeds, the civil services should be abolished only by law.

c. The 1938 Constitution is completed for the administrative organisation with the law from 1938, providing that the administrative organisation comprises (urban, rural and balneal) communes and land (10).

In 1940 we find again the organisation into counties and communes.

Law no.103/1923 represented the common regulation framework for civil servants' activity, until the enforcement of the Civil Servants' Code in 1941. Although well organised on two parts for all categories of civil servants, the code registered several changes until September 1946, when the Law no. 746 for the Statute of Civil Servants' was adopted.

d. Law no. 5/1950 is the new adopted law, introducing the regions, being valid during the period of the 1948 Constitution. According to the Constitution, the administrative organisation comprises communes, districts, counties, regions.

After the Second World War, the political and social realities influenced the civil service regulation. The philosophy of that political system referred to erasing the differences between “civil servants” and “workers”, the civil servant having statute of “worker”, subject to principles stipulated in the Labour Code.

e. The 1952 Constitution modifies the administrative-territorial organisation into regions, departments, towns and communes.

f. The 1965 Constitution, modified in 1968 stipulates the territorial organisation into counties, towns and communes and provides the organisation form by Law no. 2/1968, abrogated in 1989 and replaced by Law no. 2/1989 on improvement of administrative organisation of the territory. The most important

towns were organised as municipalities and Bucharest Municipality was organised into sectors.

g. In 1990, Law no. 2/1989 was abrogated by Decree law no. 38/1990, reinforcing Law no. 2/1968.

h. The 1991 Constitution, revised in 2003 stipulates the administrative organisation of Romania into counties, towns and communes (Figure 1.2.2).

1991 Constitution does not specify expressly the principle for creating civil service by law, but it specifies [4] that its general regime is established by organic law. The interpretation of some constitutional provisions leads to the fact that the civil services may be created both by law and legal deeds, subsequent to law.

Thus, art. 116 align. 1 provides: „Ministries are set up, organised and are functioning according to the law“, art. 116 align. 2 recognises the Government and ministries’ right to set up, on Court of Audit approval, specialised bodies, on condition that law recognises them that competence.

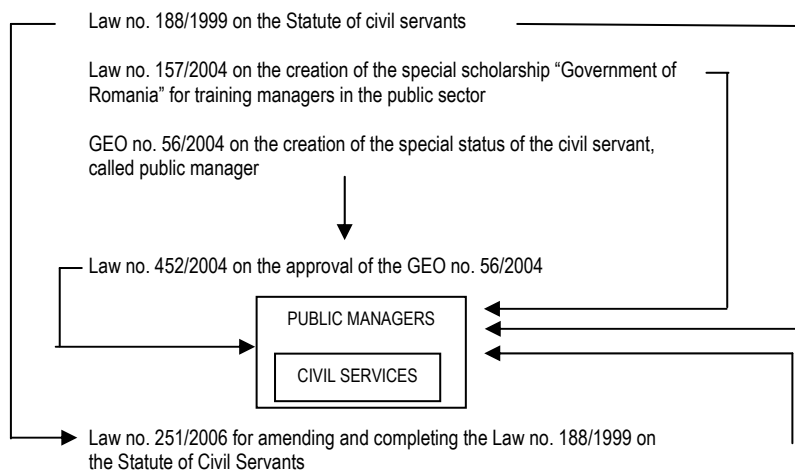
Thus, we remark the conclusion that such bodies and the civil services may be set up, according to the law by Government decisions or ministers’ orders.

### 5.2.3. Civil service and civil servant in the Romanian administrative space: definition, classifications, typologies

The definition about the civil servant [5] has always been linked to the question related to the special nature of the attributions and tasks. For example, the exercise of sovereign power should remain an attribution of the civil servants; there are measures to ensure social security, maintain the order and citizens’ protection. However, there is no accepted universal response to the classical question about civil servants’ competences, even in the „bureaucratic classical” states, being interpreted in a different way in their public systems. Therefore, it is hard to identify a model for best practice.

5.2.3.1. The regulation framework for the civil service has continuously been changed after 1990 (Figure 5.2.2). The Statute of the Civil Servants has shaped an adequate framework for activity of employees' in the public sector. As seen, the decision to create a law specific for civil services has been closely related to historical and cultural activity.

In legal context, we define the *civil service* as “ensemble of attributions and responsibilities established according to the law in order to achieve the prerogatives of public power by central public administration, local public administration and autonomous administrative authorities” (Law no. 251/2006 on amending and completing Law no. 188/1999 on Statute of the Civil Servants, art.2-(1)).



**Figure 5.2.2.** *Evolution of the legislative framework concerning the civil servant and the civil service*

Public needs determine creation of a civil service. According to the law text, the attributions, competence of civil service are previously established by law or legal deeds, issued according to law in order to meet a general interest, and not in view of being the

position of a civil servant. When organising a public service, the civil service positions are established in order of hierarchical subordination, for each assigning an ensemble of own attributions.

The Romanian doctrine on the civil service identifies its following features [6]:

1. The civil service represents the ensemble of attributions providing competences in order to achieve the tasks of a public service for executing and applying the law under public power. It represents „a legal predetermined normative constituted situation...” [7], for achieving the competences of a state body.

2. Most of the civil services in public administration bodies have professional nature, but there are also civil services with political nature, such as those positions held by ministers, state secretaries, vice secretaries, mayors, councillors etc.

3. The attributions forming the content of civil service should have a legal nature, namely they should be provided for each civil service by law or deeds, issued according to law.

4. The competence, attributions forming the content of civil service cannot be established by contract, only by law or deeds issued according to law, taking into consideration the fact that general interests are achieved by civil service that cannot be negotiated between the subjects of the relation in the civil service, representing a relation from administrative law.

5. The attributions corresponding to the civil service are established related to specific tasks, specialised ones that each public service applies in order to meet a certain general interest.

6. By exercising the civil service, public power is ensured, either in direct form in decision civil service positions or in indirect form by action for preparing, executing and control, close related to the exercise of public authority.

7. The civil services are created in order to meet general interests, and not directly individual interests.

8. The civil service existed before appointing the future civil servant on that position; it is not the case to start the contest just on the idea that the respective civil service is going to be set up.

9. The civil service has a continuous nature, namely it is created in view to meet the general interests as long as they exist.

10. The civil service has a compulsory nature, namely the rights and obligations should be exerted, being an obligation and not a possibility.

11. By effective exercise of civil service the competence is achieved according to specialised attributions, legally established.

12. The funds for financing civil service positions are ensured by state budget or local budgets.

Based on the content of civil service, „*the civil servant* is the person appointed, under the terms of law in a civil service position. The persons dismissed from the civil service position, belonging to the reserve corps of civil servants maintain their quality of civil servant.” (Law no. 251/2006, art.2. (2)).

5.2.3.2. Typology of civil services on Romania territory confirms the respect for public administration levels (Figure 1.2.3) in their classification, the state public positions corresponding to the central level, the territorial public positions corresponding to county level and the local public positions to local level.

In correlation with the administrative level (Figure 1.1.1), classification of public positions is defined according to law text (Law no. 251/2006 on amending and completing Law no. 188/1999 on Statute of the Civil Servants) as follows:

*a) State public positions* are public positions set up and approved, according to the law, within ministries, specialised bodies of central public administration and autonomous administrative authorities.

*b) Territorial public positions* are public positions set up and approved, according to the law, within Prefect institution, deconcentrated public services of ministries and other specialised bodies of central public administration in administrative-territorial units.

*c) Local public positions* are public positions set up and approved, according to the law, within own body of local public administration authorities and their subordinated public institutions.

According to the law, other groups of classification are as follows:

a) **Taking into consideration the nature of attributions for the holder of public position:** public positions corresponding to the category of high-ranking civil servants; public positions corresponding to the category of civil servants with leading positions; public positions corresponding to the category of civil servants with execution positions.

b) The classification represents the basis for traditional approach of personnel management. The classification process describes the tasks and responsibilities for each position, grouping the functions. The fundamental element for classification is job description, taking into consideration the tasks, responsibilities, complexity, requirements in the area of training, qualification. Those elements are known in the categories of job factors, varying as jurisdiction but representing key factors for job. **Taking into account the requirements concerning the level of education, the public positions are as follows:**

- 1st class includes the public positions which require long-term higher education and a degree certificate or the equivalent;
- 2nd class includes the public positions which require short-term higher education and a certificate;
- 3rd class includes the public positions which require high-school studies and a certificate.

c) Quoting Professor Alexandru Negoită [8], concerning the civil service, we distinguish two aspects: the first, with qualitative nature – grouping different attributions in positions – related to competence of public administration bodies, specialised bodies in a field of activity, as well as professional specialization of those holding positions within those bodies; the second, with quantitative nature – establishing the positions necessary to ensure the achievement of public administration tasks, jobs or positions necessary to accomplish the tasks of various public administration bodies.

Continuing the analysis on classification, **related to the type of attributions and competences, the public positions are as follows:** general public positions and specific public positions.

*General public positions* represent the whole range of attributions and responsibilities with general character and common to all public authorities and institutions, for the purpose of exercising their general competences. This category comprises the category of high-ranking civil servants, civil servants with leading positions, civil servants with execution positions.

*Specific public positions* represent the whole range of attributions and responsibilities with a nature specific to certain public authorities and institutions, for the purpose of carrying out their specific competences. Specific public positions comprise civil servants with leading positions, civil servants with execution positions and other specific positions – **public manager**.

According to the provisions of art. 5 align. 1, in Law no. 188/1999, a special statute may be attributed to the civil servants who carry out their activity within the framework of the following public services:

- a) the specialised structures of the Romanian Parliament;
- b) the specialised structures of the Presidential Administration;
- c) the specialised structures of the Legislative Council;
- d) the diplomatic and consular services;
- e) the customs authority;
- f) the police and other structures of the Ministry of Administration and Interior;
- g) other public services established by the law.

According to art. 6, Law no. 188/1999 republished, its provisions do not apply to:

- a) the personnel of the own staff of the public authorities and institutions who carry out secretarial, administrative, protocol, maintenance-repair and service activities, as well as to other categories of personnel who do not exercise prerogatives of public power;
- b) the personnel employed, based on personal trust, in the official's cabinet;
- c) the magistrates' body;
- d) the teaching staff;
- e) the persons appointed or elected to positions of public dignity.

5.2.3.3. In Romania, **civil service management**, from material-functional perspective, is achieved by four important managerial means, according to the law, namely: 1) national plan for employment in public positions, 2) recruitment, 3) promotion and career development and 4) management of in-service training for the whole system.

According to the regulations of art. 21, Law no. 188/1999 republished and modified, the plan for employment in public positions establishes the following issues:

- a) the maximum number of public positions reserved for the promotion of the civil servants;
- b) the maximum number of public positions to be reserved for the rapid promotion;
- c) the maximum number of public positions to be filled in by recruitment;
- d) the maximum number of public positions to be created;
- e) the maximum number of public positions to be subject to reorganization;
- f) the maximum number of public positions by class, category and professional grades;
- g) the maximum number of leading public positions and positions corresponding to category of high civil servants.

**The plan for employment in public positions** is prepared annually by consultation with representative trade union organizations:

- a) by National Agency of Civil Servants (NACS), based on the proposals of credit chief accountants, for public authorities and institutions in central public administration;
- b) by mayor or president of the county council, through its own specialised body, for public authorities and institutions in local public administration.

The plan for employment in public positions is prepared in a centralised way, for each credit chief accountant and for each institution, subordinated or financed through its own budget.

For the situation provided in align. (2) letter a), the plan for employment in public positions is approved by Government decision. For the situation provided in align. (2) letter b), the plan for employment in public positions is approved by decision of the local council, respectively county council.



For the public authorities and institutions from local public administration, the draft for the plan for employment in public positions is transmitted to the National Agency of Civil Servants with 45 days before the approval date. When the National Agency of Civil Servants identifies irregularities in its structure, the public authorities and institutions have the obligation to modify the draft, based on the remarks of the National Agency of Civil Servants, according to the legal provisions.

5.2.4. SWOT analysis of the training system for human resources in public administration (Table 5.2.1), in central and local administration (Table 5.2.2, Table 5.2.3, Table 5.2.4 [9]) on three administrative tiers, emphasises the following strengths in view of civil service reform in Romania:

- Up to date legislative framework, improved, depending on internal and external contextual evolutions in the last decade;
  - International context, favourable for training, development and specialization of human resource from the public sector in other European states.
  - Quality of specialised higher education and professionals' training.
  - Capacity to elaborate own strategies for human resources at each central, county and local administrative level;
  - Effective civil service management in the context of achieving public administration modernization;
  - Promoting instruments for career development.
- According to the provisions of art. 2 in G.D. no. 1209/2003 [10], the career in civil service comprises the ensemble of legal situations and effects, interfering from the date of starting job relation to ceasing that relation, according to the law.
- Ensuring the conditions to develop the employees from ministries, prefectures, county councils.

Those positive aspects balanced with those negative on the three levels emphasise:

- Resistance to change of public administration structures;
- Insufficient number of employees related to activity;

- Insufficient financial resources for civil servants' development;
- Low level of civil servants' wages;
- Low civil servants' motivation, thus attracting „ageing of civil servants' body”;
- Lack of attractiveness for young staff to integrate within civil servants' body,
- Lack of an integrated IT system, to respond in real time to institutional problems;
- Insufficient IT endowment.

#### 5.2.5. Public Manager

*Public Management Professionalisation* represents the process of attracting, selecting and creating the corps of civil servants, specialised in the area of public management, in order to apply the principles, techniques and methods of public management, aimed to achieve the public institutions' mission.

„Civil service management“ is essential to shape a complete image about civil service and it is defined in material - functional terms and formal organic terms.

In *material – functional terms* by civil service management one understands the legal documents and the material operations, by means of which civil servants are recruited and their career is expressed (promotions, evaluation and assessment, etc.), including the organisational structures of the civil service.

In *formal-organic terms*, there are taken into consideration those authorities and bodies concerned with civil service management activities, at the state level and local level.

In order to attract young well-trained professionals, in public administration in Romania, to set up and develop a professional body of civil servants, comparable to the one existing in E.U. countries, in 2004 it was adopted the legislation in order to create new specific public positions, called *public managers*, enjoying a special system of promotion and very motivating wages.

The model of applying principles of economic management in public administration is seen in the Anglo-Saxon countries and its roots are originating from the USA.

The *public manager* is the new model of civil servant who has the role “to contribute to ensuring efficiency and continuity of public administration reform and to implement *acquis communautaire*, observing specific rules on recruiting, training, appointing, assessing, remunerating and rapid promotion into the category of civil servants with leading positions, as well as the access of public managers into the category of high-ranking civil servants” (art. 1, GEO no. 56/2004, on the creation of the special status of the civil servant, called public manager), (Table 5.2.5).

The position of public manager has 3 main ranks:

- a. public manager, rank 1, corresponding to a very rapid promotion system;
- b. public manager, rank 2, corresponding to a rapid promotion system;
- c. public manager, rank 3, corresponding to the accelerated promotion system, comprising the following professional levels:
  - a. assistant manager, equivalent at least to a chief of office;
  - b. field manager, equivalent at least to a chief of department;
  - c. executive manager, equivalent at least to a deputy manager;
  - d. top manager, equivalent at least to director;
  - e. general manager, equivalent at least to a deputy general director.

Promotion of public managers of the first rank starts with field manager; for the other ranks, promotion starts with the level of assistant manager (art. 11, GEO no. 56/2004).

The appointment in the position of public manager is made by administrative deed of the Head of the authority or public institution, on NACS proposal.

The public manager carries on his/her activities under the direct coordination of a high civil servant within the public authority or institution. In those structures, where there are no high civil servants, the public manager carries on his activities under the

supervision of the highest management level in the respective authority. (Art 13, GEO no. 56/2004)

We emphasise the **institutional actors** involved in creating the corps of public managers on responsibility levels:

**a. Training**

Public management professionalisation assumes a redefinition of the content of training and development activities for the civil servants.

The professional training system of civil servants is that system that ensures the premises to achieve the objective for creating a professional corps of civil servants, stable and neutral from political point of view, correlating the actions of the 3 components: training beneficiaries, training providers and training services (Figure 4.3.5).

**(1) Training beneficiaries** represent the *totality of organisations*, at institutional level, respectively *the totality of persons*, at individual level, which allocate (financial, human, informational and time related) resources with the objective of purchasing training services for categories of pre-determined human resources. *Strictly speaking*, the beneficiaries of the professional training system, the so called direct beneficiaries, are, in the same logic, *the institutions and public authorities*, part of the Romanian administrative system, respectively, *participants* to different training forms.

**(2) The training providers** are as follows:

- Public organisations, which have as object of activity the organisation of different training forms for human resources (such as the National Institute of Administration (NIA), the School for Public Finances and Customs, “Nicolae Golescu” Centre for Training and Continuous Learning for Police Agents, Centre of Consultancy for European Cultural Programs, European Institute, Regional Centres for Continuous Training for Local Public Administration, etc.);

- Institutions of the National Education System, defined according to Article 15 of Law on Education no. 84/1995, republished, which offer in-service training.

- Organisations of private law, created around public institutions and authorities or in partnership with them, which have

as object of activity the organisation and functioning of different forms of training for human resources;

- Independent private organizations, trading companies or nongovernmental organisations.

### **(3) Training services**

Generally, *training as process* (Figure 5.2.3) comprises two basic categories:

**1. Initial training**, aimed mainly to accumulate knowledge in order to assure the premises for accomplishment of attributions, functions or jobs. The initial training is specific mainly to the education provided within the framework of the National Education System, at bachelor degree at most, as well as vocational training of professional qualification/re-qualification. This type of training is generally necessary for occupying a position and beginning a career. For civil service, this type of training constitutes one of the necessary criteria for occupying a civil service, according to the provisions for studies included in Law no. 188/1999 regarding the Statute of Civil Servants, republished.

**2. In-service training**, aimed mainly to develop competences and abilities in order to improve the quality of individual professional activity. In-service training is specific mainly to the education provided within the framework of the National Education System, at postgraduate level and permanent education, as well as the education received in training centres of public or private origin. This type of training is necessary in order to improve the performance of an already taken position, and in specific cases, for developing an already career.

Different of the in-service training programmes in the meaning of continuous education, in-service training of civil servants may be divided into two sub-categories, both recognized differently by the legislation in force: the *specialized training* and *development programmes*, of which we mention:

- specialized training programmes aimed to *elite staff of future public managers in public administration*;
- specialized training programmes of 1 year for *current high civil servants*, organised by NIA;

- specialized training programmes for *current civil servants holding leading positions*, organised by NIA, universities and other providers of in-service training. Those programmes will also address to *other categories* of civil servants, aspiring to leading positions but do not fulfil criteria of admission to programmes tailored especially for young professionals.

- development programmes aimed to *civil servants with specific attributions in the reform and European integrations areas* (including the administration of structural funds), organized by the Development Department within NIA (for central public administration), regional centers for in-service training of the local public administration (for local public administration and devolved services), as well as by specialized in-service training institutions within ministries or other institutions, universities, other training providers.

- special scholarship for training the managers, committed to develop activities within public institutions, autonomous regies, economic agents with state capital or in international structures and bodies, as representatives of the Romanian state (Law no. 157/2004 on instituting the special scholarship “Government of Romania” for training managers in the public sector).

According to GD no. 699/2004 on approving the update Strategy of the Government of Romania on accelerating the public administration reform there are 3 target groups at national level (so called “strategic target groups”), for which there are organised *specialised training programmes* for high civil servants, civil servants with managing positions and young professionals (public managers).

NIA ensures the organization of the following types of training for the persons who want to accede into a civil service position of *public manager*:

- a. specialized training programmes, 2 years;
- b. specialized training programmes, 1 year, specific for young public servants, before 35 years old (Art.4- (1), EGO 56/2004).

Variables		Aim	Target group Beneficiaries of education	Access	Period	Themes	Coordination
Continu- ous education	Specialised education	Developing SPECIFIC competences and skills, necessary to positions with high level of complexity	Defined in a restrictive way (for ex. high civil servants for the Prefect office, for public managers, for leading positions etc)	Selection	Min. 180 hours max. 2 years	Complex: - several modules, logic succession (See for ex. the Master "European Administrative Space", Master "European Administrative Studies")	In a unitary manner, similar to project management
	Profession- al training	Developing competences and skills in order to increase the quality of results obtained in civil service position	Defined on a broad scale (for ex. civil servants)	Enrolling	Min. 3 days max. 7 days	Unitary, subsequent to a specific field	Individualized, similar to managing a specific event
Basic education		Acquiring knowledge and developing some professions (for ex. graduates in administrative, legal, economic sciences) represents criterion for employment in a civil service position	Defined on a broad scale	Contest of admission	3 years	Complex	Unitary, similar to project management

**Figure 5.2.3.** *Matrix of education in the civil service system*

**b. Appointment**

NACS “sets up yearly, according to law, those civil positions reserved to public managers, according to the national plan for employment in public positions; the Agency proposes to the leader of the authority or public institution the appointment of public managers; it ensures the transfer of public managers together with the public authorities and institutions concerned (Art.5, EGO no. 56/2004). The number of positions of public managers is not taken into account when calculating the percentage of 12% provided by law, for the civil service positions corresponding to the category of high civil servants and to the category of managing civil servants. (Art. 23, EGO no. 56/2004).

The *authorities and public institutions* create with the approval or at NACS request, the positions specific for public managers.

**5.2.6. European project in the training space of local leaders  
for Romanian public sector, information  
and documentation source: Project PHARE RO 0106.03 [14]**

The Project “Young Professional Scheme” (YPS), a PHARE project, was launched in 2003, under the finance of the European Union. It represented a major phase in the reform of the public administration in Romania, since it contributed to its modernization.

The scope of the project is on one hand to train a “corps” of young, politically neutral leaders, “professionally formed in the spirit of the modern EU public sector management’s values and principles”, and on the other, to contribute to the development of the administrative capacity at central and local level.

The general objective of the project is to create a system of recruitment and selection, training, assessment and institutional placing of young specialists for the public sector. The specific objectives can be easily traced in the elaboration of career development systems and procedures, development of a legislative



framework implementing the career development of public managers.

The project is ruled in two cycles of training for public managers: first one started in 2003 and ended in December 2004, and the second one, started in 2005 and due to end in 2007.

The target group is formed out of Romanian citizens who fulfil the eligibility criteria mentioned in the project, segmented on two categories of participants: “interns” and “grantees”. The “interns” must be civil servants, with bachelor degree, who can probe a real commitment to the Romanian public administration, while the “grantees” are graduates of bachelor studies, proving real implication in the Romanian public administration reform. The two categories are represented by Romanian citizens, aged under 35 for “interns” and 30 for “grantees”.

The purpose declared is the first clue of the project. It aims at training the civil servants, “interns and “grantees”, by intensifying their knowledge on the public sector management, public policies and public affairs and efficiently approaching questions regarding the European relations and affairs. Also, it is of relevance the fact that the training allows future public managers to anticipate “the behaviour” of the Romanian public administration, in the “complex” and new system of the European space.

The project is developed within two programs:

- (1) The Interns Program;
- (2) The Grantees Program.

(1) The “Interns” Program of the project consists of the following stages:

- a) Organization of an intensive training program of 10 months, in Bucharest, at NIA;
- b) Participation to 3 internships at public institutions in Bucharest for 7-9 weeks (the internship will be included in the above-mentioned 10 months period);
- c) Participation to an internship in public institutions of several European states, for 12 weeks;
- d) Final assessment and professional ranking of the interns;

e) Professional placement of the YPS' interns with the involvement of the Romanian National Agency of Civil Servants (NACS).

(2) The "Grantees" Program of the project consists of the following stages:

- a) Participation to postgraduate courses in EU Member States for 12 months;
- b) Organization of a training program of 10 months, in Bucharest, at NIA;
- c) Final assessment and professional ranking of the interns;
- d) Professional placement of the YPS' interns with NACS involvement.

The training programs are conceived on the basis of the project's general objective and as such, are orientated towards the transfer of knowledge and experiences. The transfer of knowledge is legitimized by mobilizing the general or specific knowledge acquired *a priori*, during the bachelor studies. The know-how is linked to the knowledge of means and methods necessary to the development of any civil servant's activity, while the experiences are imposed through the transfer of possibilities to act and react, and to actively involve the participants into the training programs.

### **Organisers and partners**

The project is implemented by a consortium formed of six European institutions of five Member States of the European Union. The beneficiary of the project is the Central Unit for Public Administration Reform (CUPAR) of the Romanian Ministry of Administration and Interior (MAI).

Thus, from Figure 5.2.4, it may be concluded that the countries involved in the partnership are either the organisers, or one of the training institutions where the activities or international exchanges are deployed, or the partners, all taking part in the mentioned activities. Romania is both a beneficiary of the project and a partner with training responsibilities. NACS role is to identify the relevant positions within the public administration and to ensure the placement of the programs' graduates into the Romanian public institutions and authorities.

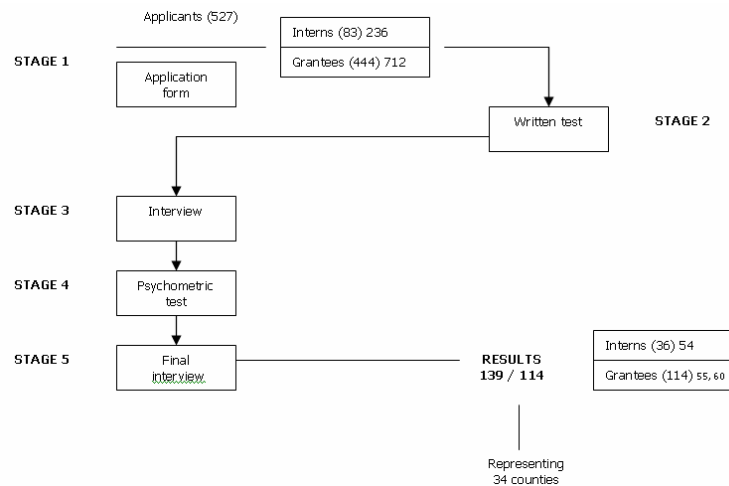
	British Council	EIPA	College of Europe	EGIDE	BDPA	DAAD	MAI		
							CUPAR	NIA	NACS
UK									
The Netherlands									
Belgium									
France									
Germany									
Romania									

**Figure 5.2.4. Organizers and partners**

### Interns program

It has known two cycles: first in 2003, and the second in 2005.

A. First cycle, began in 2003 was organized on the basis of two programs, 527 applicants being received at that time. The selection procedure (Figure 5.2.5) was assured by a group of EU independent experts who evaluated the application forms, written exams and the interviews organized in the first chosen foreign language (English, French, German, Spanish or Italian). The content of the written paper was focused on aspects of the Romanian public administration and its progress in accession to the EU. It is worth to mention that the interview (stage 3) included a set of standard questions and was taken in 30 minutes.



**Figure 5.2.5. Selection procedure**

The procedure for promotion and support for organisation of events, as well as the publicity for results and activities included in the project belonged to CUPAR and the project team.

The training program approached specific themes to public administration, management, European relations and affairs. Their content may be structured in the following categories:

- (1) Public Management;
  - Human resources;
  - Strategic management;
  - Financial management;
- (2) Law;
- (3) Public policies;
- (4) European affairs;
- (5) Public administration;
- (6) European institutions.

The participants chose the courses they wish to study (the database regarding the training contains approximately 200 courses in the relevant areas of study), and complement them with the internships in EU states (for interns) or study in universities, public administration schools or European excellence centres (for grantees) (Table 5.2.6).

The domains studied by the grantees for 1 year abroad were grouped in categories regarding the European integration (18%), general public administration (36%), European public affairs (9%), European studies (14%).

The programs have shown the use of the following training types: seminar/conference, discussions, applications, games of roles, simulations and case studies.

The adopted approach of the two programs consists of providing the young professionals a combination of:

- Training in the area of professional management development, based on modern teaching methods frequently employed in the EU Member States administrations;
- Experience in systematic activity of the Romanian public administration, created on the rotation basis in majority of the ministries and linked to the theoretical training courses;

- Direct personal experience in EU states, either through internships in public administration, or the quality of students of post-graduates courses in prestigious schools and universities.

The internship in institutions of central administration (7-9 weeks) aimed at grouping the participants among three categories: “human resources”, “legal affairs” and “strategy, policies and European integration”, developed in three distinct stages at three different public institutions, as to cover all the theoretical problems already studied (Table 5.2.7)

The placement of YPS graduates - interns was made on the assistant public manager position, rank 2 in central administration: ministries (79%), prefectures (10%) and the Romanian government (3%); city halls (3%) and not represented (3%). Geographically, the professional placement favoured Bucharest, the capital city (83%), compared to the counties level (17%).

The placement of YPS graduates – grantees was made on the assistant public manager position, rank 2 in central administration: ministries (70%), prefectures and county councils (10%), Romanian Government (2%) and non represented (18%). 72% work in Bucharest and 10% outside the capital city.

### Conclusion

Within the framework of the process of public administration reform for creating a professional corps of civil servants, compatible with the working manner from EU countries, the development of the legislative and institutional system represents an important premise.

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- [3] According to the 1886 Constitution text, art. 4, Romania territory is divided into divisions and subdivisions, counties, districts and communes that could be changed only by law. The development of the administrative-territorial organisation shows different forms, adopted by the constitutional text and special laws, namely counties and (urban, rural, or balneal) communes – 1938 Constitution, regions, districts, towns and communes – 1952 Constitution, or communes, towns and counties – 2003 Constitution.
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- [5] See "Documentation study", Parliament of Romania, DIP/CSC, December, 1998
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- [14] <http://www.yps.ro>
- [15] <http://www.gov.ro> , Chapter 11, Programme of Governance 2005 – 2008, December 2004.
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- [17] The Strategy for in-service training of civil servants in force at the time of writing defines the structure and level of methods of training; there are also, occupational standards for trainers, trainers of trainers for professional competences, evaluators of professional competences, etc.; equally, currently there are also, but only for professional training of adults, methodologies for accreditation of training programs and trainers. The problem here is linked to the fact that adult training is based mainly on the existence of occupational standards, a term of reference rather impossible to find at the level of training for public administration.

**SWOT analysis for the training system of human resources in public administration**

Table 5.2.1

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Current legislative framework and strategic and programmatic documents at national level relate, expressly to the training of human resources of public administration;</li> <li>- There is a defined institutional framework for assuring the training of human resources in public administration, in general, and of civil servants, in particular;</li> <li>- According to the assessment and monitoring reports, both internal and European, the domain of human resources training in public administration, is no longer a problem, but a system requiring additional improvements;</li> <li>- There are, within the public administration system, qualified human resources, capable of assuring a real improvement of the training system for human resources in public administration.</li> </ul>	<ul style="list-style-type: none"> <li>- Presently, there is no integrated vision on the training system of human resources in public administration at the behavioural level, of decisional competences level or at the level of strategic planning;</li> <li>- At the beneficiaries' level, the analysis of training needs, the choice of contracting alternatives, respectively the assessment of the impact/benefit are weak represented as stages in the cycle of acquiring training services;</li> <li>- The position of providers of training services on the relevant market is rather ambiguous, the competitive advantage being given by the association to a certain category, respectively, the relation to certain institutions or public authorities, and just secondly, by the offered quality – the cost/quality report;</li> <li>- Although there are many defined guidelines [17], talking now of a system of unitary standards for training services in public administration is impossible.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>- In regard to financing, at internal level there is a legal framework stating the compulsory need for financial planning of the financial resources aiming at training the personnel of each chief accountant; externally, there are already European funds aimed to train the human resources of the Romanian public administration;</li> <li>- The enlargement of the Romanian human resources training market after the accession into the EU (including here the impact of this enlargement for the internal market);</li> <li>- Strengthening of the market capacity, by developing the private providers;</li> <li>- Modifications of the legal framework regarding the civil service and its management.</li> </ul>	<ul style="list-style-type: none"> <li>- The altered perception over the market and the position of the training services for public administration of different categories of providers.</li> <li>- Risk of fragmentation of the market on areas of influence;</li> <li>- Diversity if the components of the training system for human resources in public administration, generally, and the providers of training services, specially, generating failure risks in identifying and implementing an integrated mechanism for monitoring and assessment.</li> </ul>

**SWOT analysis for central level**

Table 5.2.2

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Legal framework;</li> <li>- Competent, professional personnel;</li> <li>- Capacity to communicate and collaborate;</li> <li>- Relations with similar institutions from other European states;</li> <li>- Disciplined and well organized working environment;</li> <li>- Existence and use of new management instruments.</li> </ul>	<ul style="list-style-type: none"> <li>- Absence of infrastructure and proper working places;</li> <li>- Resistance to modernization/change;</li> <li>- Inertia;</li> <li>- Conservatorism;</li> <li>- Insufficient financial resource;</li> <li>- Not conformed to standard managerial instruments; e.g. Rule of organisation and functioning, job description list, internal communication deficiencies;</li> <li>- Professional mobility;</li> <li>- No professional training strategy;</li> <li>- Financial resource for training;</li> <li>- Lack of young personnel;</li> <li>- High age average of the personnel.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>- Accession process into the EU;</li> <li>- Structural reforms;</li> <li>- Economic and social evolution of the country;</li> <li>- Evolution of the legislative framework;</li> <li>- Professional mobility;</li> <li>- Capacity to adapt to functional structures at EU requirements;</li> <li>- Flexible, efficient, dynamic organisational structures.</li> </ul>	<ul style="list-style-type: none"> <li>- Difficult procedures;</li> <li>- Overrated management;</li> <li>- Methods;</li> <li>- IT;</li> <li>- Human resources;</li> <li>- Slow procedures for human resources/recruitment, high number of actors involved in jobs' examinations; access to job position/age in service within civil service, weak stimulation of young people, motivation forms.</li> </ul>



**SWOT analysis for prefectures**

Table 5.2.3

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Reform and adaptation to procedures;</li> <li>- IT;</li> <li>- Communication;</li> <li>- Information;</li> <li>- Training strategy for own personnel, based on demand and supply;</li> <li>- Rules for internal functioning and internal procedures for work and documents' flow.</li> </ul>	<ul style="list-style-type: none"> <li>- Lack of IT resources;</li> <li>- Small number of qualified personnel;</li> <li>- Motivation;</li> <li>- Slow communication;</li> <li>- Persistence of application for traditional methods, routine of the personnel;</li> <li>- Harmonization of resources;</li> <li>- Civil servants mentality;</li> <li>- Personnel's resistance to change ;</li> <li>- Bureaucracy;</li> <li>- Job description (for employee and not categories of employees);</li> <li>- Allocated funds for insufficient training;</li> <li>- Motivation of civil servants.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>- Good cooperation with ministries and central administrations;</li> <li>- Laws/ structural reform;</li> <li>- Information with partners, citizens;</li> <li>- Laws that contribute to the qualitative connotation of the coordination/subordination and control;</li> <li>- Relation with the prefecture and the local public authorities.</li> </ul>	<ul style="list-style-type: none"> <li>- Lack of modernization and adaptation of local legislation;</li> <li>- Lack of financial resources;</li> <li>- Difficult communication;</li> <li>- IT;</li> <li>- Minor malfunctions in relation with some devolved services of ministries and the institution of Prefect;</li> <li>- Recruitment system for untrained personnel; period of procedures, restrictions for several posts, access and promotion of young people;</li> <li>- Slow, complicated system;</li> <li>- Inflexibility of working market for civil servants;</li> <li>- Insufficient legislative framework for the relationship between the Prefect and devolved services or other institutions.</li> </ul>

**SWOT analysis for county councils**

Table 5.2.4

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Structural reorganization;</li> <li>- Good relationship between citizens and administration;</li> <li>- Participation of citizens to decision - making;</li> <li>- No training or in-service training programs addressed to civil servants on specific areas of activity;</li> <li>- There are European programs;</li> <li>- Special assistance to all local public authorities of county level and services of public utility;</li> <li>- Well trained personnel.</li> </ul>	<ul style="list-style-type: none"> <li>- Conservatorism – traditional working methods of the County Council;</li> <li>- Bureaucracies;</li> <li>- Funds;</li> <li>- Resistance to change;</li> <li>- Inadaptability to personnel to the continuous changing legislation;</li> <li>- Job description on categories of functions;</li> <li>- Fear of risks;</li> <li>- Routine;</li> <li>- Motivation resulted by lack of initiative; frustration;</li> <li>- Inertia of organization;</li> <li>- Behavioural inadequacy in relation to the citizens;</li> <li>- Policy regarding the human resources management, IT and lack of specialized personnel;</li> <li>- Existence of vacant positions;</li> <li>- Insufficient in-service training programmes for personnel.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>- 2001 legislation;</li> <li>- Decentralization;</li> <li>- System of: good relations with devolved public services; good communication with other county councils;</li> <li>- Participation to associative structures constituted in the country and in different regions of the Europe;</li> <li>- Cross-border cooperation.</li> </ul>	<ul style="list-style-type: none"> <li>- Frequent legislative changes with no continuity;</li> <li>- Information of social partners;</li> <li>- System of recruitment rather restrictive and slow (aged conditions for promotion);</li> <li>- Financial motivation;</li> <li>- Professional mobility;</li> <li>- Migration of civil servants towards private sectors;</li> <li>- Weak cooperation with similar authorities from abroad;</li> <li>- Lack of experiences in cooperation with EU institutions;</li> <li>- Organizational inertia.</li> </ul>

### Framework competences for Public Managers

Table 5.2.5

General Competence	"Sub-competence"	Specific competence	Description
Working skills (motivation and commitment)	Orientation to results	Planning and prioritizing the activities	Plans the professional activities, prioritizes and analyzes according to the necessities in order to respect the deadlines and the clients' expectations; takes the responsibility for pursuing the purposes and initiates corrective actions when progress is limited or inexistent.
		Proactive attitude in solving problems	Takes initiative when problems appear or no progress is achieved.
		Determination	Shows patience, moral strength and does not allow failures to affect the performance or relations with others.
		Responsibility	Demonstrates responsibility for both actions and results.
	Learning and personal development	Continuous learning	Recognizes the need for self-development and searches new skills, knowledge or possibilities to extend the learning. Learns from its own experiences and from the experiences of others.
		Adaptability	Adapts rapidly and successfully to situations and new people, successfully operates in different environments and takes over several roles.
Intellectual capacity	Decisional abilities	Critical and analytical thinking	Rapidly analyzes information in order to have a solid basis for decision taking, elaboration of proposals and recommendations.
		Taking and implementing decisions	Accepts responsibilities for taking decisions, based on objective available information. It implements decisions promptly.
		Taking calculated risks	Has self confidence and accepts calculated risks.
	Constructive thinking	Creative thinking	Is creative and full of imagination, but in the same time concentrates on scope, understands the big picture and observes the links between different elements.
		Identifying innovative solutions	Proves openness and agility, has intellectual curiosity to find innovative ideas and develop practical solutions out of it.
Inter-personal abilities  Team working	Development of productive relations	Creation of relations	Uses abilities to communicate in order to build relations with others; shows integrity in professional relations; creates alliances when necessary and tries to convince the others of the benefits in hand.
		Accomplishment of common purposes	Accepts diversity, understands the motives, preoccupations and situations others are involved in, encourages and supports them into accomplishing the objectives.
	Effective communication	Communication	Communicates clear and convincing, verbally and in written, expresses coherently, with arguments.
		Influencing, negotiation and mediation	Is an active participant to discussions, influences through solid arguments and negotiates conflict solving.
	Human resource management	Trainer abilities	Is capable of transferring the knowledge according to the real needs of the others.
	Team spirit	Ability to contribute in a team	Can work efficiently and objectively in teams, as a member or a team leader. Contributes to the accomplishment of team's objectives.
Attitude towards change	Change agent	Promotion of change and natural tendency towards change	Has an analytical view on working processes and public policies, questions the state of art and recommends or implements the necessary changes for the development of organisational effectiveness.

Table 5.2.6

Cycle	Program	Activities (C – courses; P – internship)										
		PL	ES	UK	F	B	NL	D	IR	I	RO	H
				3 months							XI/XII 2005	
1	Interns	NO	NO	P	P	P	P	P	P	NO	C/P 29	NO
				IX – XII 2006							IX-XII 2006	
2	Grantees	NO	P 1	P 19	P 12	P 12	P 5	NO	P 9	P 1	C/P 60	P 1
1	Interns			P	P	P	P	P	P	P	C 100	
				IX 2006 – IX 2007							IX 2006 – IX 2007	
2	Grantees	C 2	C 2	C 22	C 5	C 4	C 4	C 2	C 3	C 2	54	C 3

	Intensive courses and internship (7/9 weeks), 10 months in Romania, at INA
	Postgraduate courses, 12 months in EU and 10 months in Romania

Table 5.2.7

Ministry	Themes			Period
	Human resources	Legal affairs and finances	Strategy	
	17 XI 2003 6 XII 2004	16 II 2004 23 IV 2004	3 V 2004 16 VI 2004	
Ministry of Health				
Ministry of Communications and Information Technology				
Ministry of Agriculture and Rural Development				
Ministry of Economy and Finance				
Ministry of Administration and Interior				
Ministry of Transport				
Ministry of European Integration				
Ministry of Justice				
Ministry of Labour, Family and Equality of Chances				
Ministry of Education and Research	-			

### 5.3. Meritocratic Aspects in Evaluating the Managerial Performance in the Public Sector\*

#### 5.3.1. Meritocracy and Performance

##### 5.3.1.1. Meritocracy

Considering its most general meaning, meritocracy represents “a popular doctrine, according to which the access to power finds its legitimacy by the merits resulting from efforts, recognizing them in school and academic studies or in labour”<sup>1</sup>. Therefore, the approach of meritocracy accepts the hypothesis of a powerful connection between individual “merits” and social reward. As specified by Krauze and Slomczynski, (1985), the concept of meritocracy has been taken into consideration in the discussions concerning functional theory of social stratification (Wrong (1964)), acquiring the social status and research on mobility (Boudon (1973), Jencks et al., (1972)), future of the post-industrial society (Bell (1972, 1973), Touraine (1969)), as well as in the theory on jobs competitiveness (Thurow, (1975)).

In this contexts, the concept of meritocracy refers to a social system on a large scale, presenting a positive relationship between “merit” and certain desired common values, such as: income, power, prestige<sup>2</sup>.

It is obvious the fact that both in the public and private sector, the merits cannot be reduced to certain qualifications or acquiring a level of knowledge in one or more areas, but they include also personal qualities, deriving from behavioural and

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\* Presented at EGPA Annual Conference „Public Administration and the Management of Diversity”, Study Group II, Performance in Public Sector (Quality and Productivity in Public Sector) (co-author: A. Matei), Madrid, Spain, September 2007

<sup>1</sup> Mahé de Boislandelle, H., (1998), “Dictionnaire de Gestion, Vocabulaire, concepts et outils”, Ed. Economica, Paris, France, p. 263.

<sup>2</sup> Krauze, T., Slomczynski, M.K., (1985), “How Far to Meritocracy? Empirical Tests of a Controversial Thesis”, Social Forces, vol. 63, No. 3, p. 623.

individual skills, mobility and flexibility in thinking and action as well as the managerial capacity.

#### 5.3.1.2. Administrative stratification

Focusing only on the public sector, meritocracy should represent an aggregated concept of the above-presented variables. Adding the hypothesis of “administrative stratification” (Chevallier, (1994)), we shall deduct an important characteristic of the public sector, thus “the power and consequently remuneration and prestige are distributed in an unequal manner in the public administration for various categories of employees”<sup>3</sup>.

The study about the civil service, no matter that it is based on employment system or career system emphasizes a nomenclature of the civil services, to which a nomenclature of titles, attached to the persons is corresponding.

This situation leads to grouping and distributing the public employees into hierarchical categories, with a corresponding social status, in sociological terms.

“This stratification, that leads to regrouping the civil servants into distinct social groups is characteristic to global social stratification, tending to reproduce it; the administration holds a “representative” dimension and the divisions of the administrative environment reflect the social divisions; this relation is emphasized by the analysis on the origin and behaviours of different categories of civil servants”<sup>4</sup>.

#### 5.3.1.3. Performance

The context of our proposed paper is adding the concept of performance to the above analysis. Understanding performance as “measure in which an organisation’s member is contributing to achieving the organisation’s objectives”<sup>5</sup>, for its evaluation, we present “stable” factors, such as ability, easiness or difficulty for

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<sup>3</sup> Chevallier, J, (1994), “Science administrative”, P.U.F., Paris, France, p. 287.

<sup>4</sup> Idem.

<sup>5</sup> Johns, G., (1998), “Organisational Behaviour”, Economica Publishing House, Bucharest, Romania, p. 152.

the mission and “unstable” factors, represented by own effort, chance etc.

According to a classification of assignments in view of performance<sup>6</sup>, the ability is “an internal attribute”, thus a result of a certain level of education and personal qualities. We would like to mention that assignation means the process by which people interpret the perceived causes related to behaviour. Consequently, it is very similar the direct determination of performance related to the meritocratic aspects.

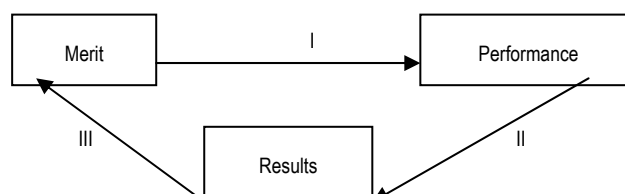
This issue is supported also by a series of sociological theories, i.e. expectancy theory<sup>7</sup>, a theory with cognitive feature, according to which the individual is a rational person who is judging and making conscious decisions concerning his/her behaviour. According to the above theory, expectancy represents the probability perceived by the human being that a certain act is followed by a certain reward. Briefly, expectancy could be divided into two types: ratio between effort and performance ( $E \rightarrow P$ ) (I) and performance and result ( $P \rightarrow R$ ). As asserted by Hoffman (2004), an expectancy of the type:  $E \rightarrow P$  represents a personal belief that the effort will lead to a certain expected performance and an expectancy of the type  $P \rightarrow R$  (II) consists in the belief that if a person has good performance, certain results will follow.

Consequently, coming back to the terms specific to meritocracy, adapting some approaches of the expectancy theory, we discover a dynamic relation between merits, as consequences of the own effort for knowledge, performance as assertion of expectancy, determined by merits and result, considered as a reward, expression of the success, with multiplying valences on merits.

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<sup>6</sup> Mallius, L., (1997), “Management and Organizational Behaviour”, London, Prentice Hall, New York, p. 156.

<sup>7</sup> For details, see Hoffman, O., (2004), “Sociology of Organisations”, Economica Publishing House, Bucharest, Romania, pp. 284-287.



**Figure 5.3.1.** *Model of meritocratic determination of performance*

The model in Figure 5.3.1 represents a simplified image deduced from expectancy theory and it emphasizes the two levels of expectancies, I and II; to these levels we add the third level, with systemic origin, designed to valorise the results of a public action, involving an individual, on the level of personal merits.

#### 5.3.1.4. Strategies for managerial performance in the public sector

Older or recent studies achieved by international organizations, such as OECD, are granting careful attention to public sector management.

Such a study, entitled “Public Sector Leadership for the 21<sup>st</sup> Century”, published by OECD (2001) analyses the contemporary developments in public sector management, based on case studies presented by six OECD member countries: United Kingdom, United States of America, Germany, Sweden, Norway and Mexico within the meeting of the Working Group for OECD Human Resources Management, organized in Paris during 3-4 July 2000.

The meritocratic perspective is obvious in the above-mentioned studies, confirming the theses asserted in this paper.

In spite of the diversity for the strategies and approaches adopted by OECD Member countries, their experience reveals some general and common trends concerning training of future leaders<sup>8</sup>:

<sup>8</sup> OECD, (2001), “Public Sector Leadership for the 21<sup>st</sup> Century. Governance”, OECD Publications, Paris, France, pp 8-9.



- *To define a competence profile for future leaders:* In the United Kingdom and the United States, the first step taken to develop future leaders was to define the competence profile for future leaders. The idea is that competences required for future leaders could be different from those required for present leaders in terms of their responsibility, capability, and role. For this reason, it is essential to predict what forms the future public sector will take, and what challenges will be faced in order to identify and develop leaders suitable for the future environment.

- *To identify and select potential leaders:* Given the competence framework for future leaders, the next step is often to identify and select potential future leaders. This issue involves the choice of whether to select future leaders from outside or to nurture them within the public sector. If a country puts more emphasis on the former method rather than the latter, it should also address the question of how to recruit “the best and the brightest” candidates in competing with other sectors.

- *To encourage mentoring and training:* Once potential leaders are identified and selected, the next step is to train them continuously. For this purpose, some countries set up a specialised institution for leadership development. Others put greater emphasis on leadership in existing curricula and establish new training courses for the top executives or senior managers.

- *To keep leadership development sustainable:* As developing future leaders takes a long time, it is very important to keep the leadership development sustainable. To do so, developing a comprehensive programme from the whole-of-government perspective is essential for developing future leaders. Allocating more of managers’ time to developing leaders, and linking incentives with performance for better leadership are crucial to the success of leadership development programmes.

### 5.3.2. Meritocracy in the Civil Service. An Immediate Perspective?

The further approach and analysis are based on some ideas presented by Krauze and Slomczynski, (1985). The authors' approach remains up-to-date under the conditions, that at least for the public sector, the strategies of public management reform both in the EU Member States and other organizations, such as OECD reveal as basic objectives the following: professionalisation of civil service, and consequently recruitment and promotion of civil servants exclusively on criteria of merits.

We find the arguments for such an approach in literature and specialized studies. Even not directly connected to the public sector, we quote Husen (1974), who is asserting: “.. the meritocratic trends .. are inherent in the powerful industrialized societies”<sup>9</sup> or Bell (1972), who is asserting: “the post industrial society represents a meritocracy in its logic”<sup>10</sup>.

#### 5.3.2.1. A model for evaluating meritocracy

The model proposed by Krauze and Slomczynski (1985) is based on some hypotheses that we shall use also, adapted to the context of the public sector:

a) The individual merits are circumscribed to the sphere of educational meritocracy. Therefore, any person who has acceded or accedes in a civil service system will have a certain educational level, acquired both by basic education in schools or universities and continuous education within the framework of some specific programmes, organized by specialized institutions. Related to the latter ones, we could distinguish several educational levels,  $e_i$ ,  $i = \overline{1, m}$ , a certain number of persons corresponding to each level.

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<sup>9</sup> Krauze, T., Slomczynski, M.K., (1985), *Op. cit.*, p. 625.

<sup>10</sup> Idem.

b) Within the public sector there is an administrative stratification, where each level of the civil service is characterized by a social status.

The social statuses  $s_j$ ,  $j = \overline{1, n}$  are distinct and the access to these civil services is achieved according to the conditions stipulated in specific laws.

c) The public sector is characterized at a certain moment  $t_s$  by a number  $N$  of persons, grouped into  $m$  educational levels, holding  $N$  civil services, grouped into  $n$  social statuses.

The status of civil service system at that moment will be defined by a matrix

$X = (x_{ij})$ ,  $1 \leq i \leq m$ ,  $1 \leq j \leq n$  that describes an empirical, double varied distribution of the civil service, classified by education and status, entitled observed distribution.

Corresponding to this distribution, two ideal distributions are created, a “meritocratic” one,  $M = (m_{ij})$ ,  $1 \leq i \leq m$ ,  $1 \leq j \leq n$ , and a random distribution,  $R = (r_{ij})$ ,  $1 \leq i \leq m$ ,  $1 \leq j \leq n$ .

Analysing the meritocratic finality, the above-mentioned authors take into consideration possible theoretical transitions from the initial status,  $t_s$ , to above-defined final, ideal statuses.

Related to the “distance” to those ideal statuses, we could conclude on “proximity” to meritocratic distribution or the random distribution.

d) Transition from the actual, empirical distribution to another distribution requires a certain *mobility* of the status among the educational groups, a certain change for *determining* the status by education and a certain change in the *inequality* of the status. If the meritocratic thesis is valid, none of the three hypotheses should be rejected<sup>11</sup>.

Briefly these three hypotheses are formulated by Krauze and Slomczynski, (1985), as follows:

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<sup>11</sup> Krauze, T., Slomczynski, M.K., (1985), *Op. cit.*, p. 626.

***11. Hypothesis concerning the mobility of status***

In a public sector based on meritocracy, the number of the persons who would change the status as result of transition to meritocratic distribution is less than the number that would occur further transition to random distribution.

***12. Hypothesis on determining the status***

The absolute growth in determining the status by education that would occur as result of transition to meritocratic distribution is less than the one that would occur due to transition to random distribution.

***13. Hypothesis concerning the inequality of status***

The absolute growth due to inequality of status among groups as result of transition to meritocratic distribution is less than the one that would occur due to transition to random distribution.

e) Generally speaking, the meritocratic thesis has got as a key pillar the functional theory of social stratification, transposed in terms specific for the public sector, in the so called administrative stratification, already above-mentioned. At the same time, meritocratic distribution represents the core objective of functional theory of stratification stipulating, as shown by Davis and Moore (1945) that the most appreciated public positions are “in a conscious manner held by the most qualified persons”<sup>12</sup>.

f) The sociologic literature defines meritocratic distribution in the principle: “for a person, higher is the level of education, higher should be his/her social status”<sup>13</sup>.

Krauze and Slomczynski, (1985) reformulate this principle, in order to be applicable and to enable transition from any observed distribution to meritocratic distribution. The new principle, obtained by reformulating the above-mentioned principle, using mechanisms of bivalent logic is expressed as

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<sup>12</sup> Idem.

<sup>13</sup> Krauze, T., Slomczynski, M.K., (1985), *Op. cit.*, p. 627.

follows: “the persons with higher education studies should not have a lower social status than those with less education”<sup>14</sup>.

### 5.3.2.2. The formal model

Based on the formal notations in sub chapter 5.3.2.1, we take into consideration for the levels of education the distribution  $e_i$ ,  $i = \overline{1, m}$ , a fixed number  $a_i$ ,  $a_i > 0$  of persons belonging to each level and for statuses  $s_j$ ,  $j = \overline{1, n}$ , a number of civil services  $b_j$ , related to which the following conditions impose:

$$\sum_{j=1}^n x_{ij} = a_i, a_i > 0, i = \overline{1, m} \quad (1)$$

$$\sum_{i=1}^m x_{ij} = b_j, b_j > 0, j = \overline{1, n} \quad (2)$$

$$\sum_{i=1}^m a_i = \sum_{j=1}^n b_j = N \quad (3)$$

For the meritocratic distribution described by  $M$ , the hypothesis II.1.e) could be formalised by the following description: for each

$$m_{uv} > 0, m_{rt} > 0, u, r = \overline{1, m}, v, t = \overline{1, n} \quad (4)$$

$$e_u > e_r \implies s_v > s_t$$

where the elements of the distribution  $M$  are determined successively according to:

$$m_{ij} = \min \left( a_i - \sum_{k=0}^{j-1} m_{ik}, b_j - \sum_{k=0}^{i-1} m_{kj} \right) \quad (5)$$

---

<sup>14</sup> Idem.

where, in order to be rigorous, we should add the auxiliary formal constant elements:

$$m_{i0} = m_{0j} = 0$$

The above quoted authors provide in the mentioned paper a concrete example in order to determine the elements for the meritocratic distribution.

Hypothesis II.1.c introduces the random distribution described by  $R$ . The construction of this distribution is also based on the empirical observed distribution  $X$  and it uses a well known formula in statistics concerning the independence of statistic variables.

In this context:

$$r_{ij} = a_i b_j / N \quad (6)$$

Consequently, based on observed distribution, with the support of the described algorithm, two distributions will be created, related to which we shall make the analyses concerning the level of meritocracy in a civil service system.

We mention that in the whole construction, the educational level of each person is maintained constant and passing to meritocratic and random distributions requires a flexibility of the status of each person, namely some of them will have to change the status.

The evaluation concerning the minimum number of persons who, formally, should change the status in the meritocratic or random distribution may be achieved with the formula:

$$d(X, Y) = \frac{1}{2} \sum_{i=1}^m \sum_{j=1}^n |x_{ij} - y_{ij}| \quad (7)$$

calculated, of course under the conditions (1) and (2).

In the specialised literature, Sakoda (1981), formula (7) expresses the so called index of dissimilarity and it is calculated in the most general case for two matrices of the same type.

Using (7), the hypothesis concerning the mobility of the status (II) will be formalised by:

$$d(X, M) < d(X, R) \quad (8)$$

signifying the idea that in terms of distances, the matrix  $X$  is more “close” to the meritocratic matrix than the random matrix. In order to estimate “how close” it is, using proportionality, it is necessary to determine the subunit number  $\alpha$  so that

$$\frac{1-\alpha}{d(X, M)} = \frac{\alpha}{d(X, R)} \text{ and from here}$$

$$\alpha = \frac{d(X, R)}{d(X, M) + d(X, R)} \in [0, 1] \quad (9)$$

thus, it can be interpreted as “degree of making meritocratic” the civil service.

In formalising the hypothesis for determining the status (I2), the above-mentioned authors are using  $e_i$ , respectively  $s_j$  as statistical variables as well as the Pearson correlation coefficient, described by:

$$r(X) = \frac{\sum_{i=1}^m \sum_{j=1}^n (e_i - \bar{e})(s_j - \bar{s}) x_{ij}}{\left[ \sum_{i=1}^m (e_i - \bar{e})^2 a_i \right]^{1/2} \left[ \sum_{j=1}^n (s_j - \bar{s})^2 b_j \right]^{1/2}} \quad (10)$$

where

$$\bar{e} = \frac{1}{N} \sum_{i=1}^m e_i a_i \text{ and } \bar{s} = \frac{1}{N} \sum_{j=1}^n s_j b_j$$

Krauze and Slomczynski (1985) are demonstrating that the maximum value of  $r$  is obtained for the distributions from the meritocratic matrix.

We mention that for  $e_i$ , respectively  $s_j$ , we have taken into consideration the attribution of whole ordinal values so that the highest level of education, respectively the highest status corresponds to the highest value.

Based on the above assertions, the hypothesis (I2) is transposed as follows:

$$|r^2(X) - r^2(M)| < |r^2(X) - r^2(R)| \quad (11)$$

The construction of the matrix R, based on the hypothesis of independency of variables leads to:  $r(R) = 0$ ; noting  $r^2(M) = r^2_{\max}$ , we obtain an equivalent form of (11):

$$r^2_{\max} - r^2(X) < r^2(X) \quad (12)$$

condition that should be checked within the experimental data.

The hypothesis on inequality of status uses the so called “Theil” measure, specific for the information theory, based on the notion of entropy.

Within the framework of our analysis, the entropy of a distribution for the social statuses can be regarded as a measure for the inequality of statuses.

Krauze and Slomczynski (1985) are using a decomposition of Theil measure inside the group belonging to the same educational level and among them.

Thus, we obtain:

$$T(X) = \sum_{i=1}^m a_i / N \frac{\sum s_j x_{ij}}{\sum s_j b_j} \log \frac{\sum s_j x_{ij}}{\sum s_j b_j} + \sum_{i=1}^m a_i / N \frac{\sum s_j x_{ij} T_i(X)}{\sum s_j b_j} \quad (13)$$

where

$$T_i(X) = \frac{\sum s_j x_{ij} \log s_j - \sum s_j x_{ij} \log(1/a_i \sum s_j x_{ij})}{\sum s_j x_{ij}} \quad (14)$$

$$T_b = \sum_{i=1}^m a_i / N \frac{\sum s_j x_{ij}}{\sum s_j b_j} \log \frac{\sum s_j x_{ij}}{\sum s_j b_j}$$



$$T_w = \sum_{i=1}^m a_i / N \frac{\sum s_j x_{ij} T_i(X)}{\sum s_j b_j}$$

In line with Allison's presentation, the above-mentioned authors are making the following comments for (13):

- $T_b$ , representing the component between the educational levels is equivalent to the value  $T$  that "would have been obtained if each individual from each educational level has got the mean status for that level".

- $T_w$  represents a mean of the inequality of status inside an educational level measured by  $T_i$ .

Consequently, from (13) and (14) we obtain:

$$T(X) = T_b(X) + T_w(X) \quad (15)$$

and under the condition of formulating the hypothesis (I3), we obtain:

$$|T_b(X) - T_b(M)| < |T_b(X) - T_b(R)| \quad (16)$$

or, taking into account that  $T(X) = T(M) = T(R)$

$$|T_w(X) - T_w(M)| < |T_w(X) - T_w(R)| \quad (17)$$

Concluding, the relations (8), (12) and (17) will represent statistical tests for validating or not validating the hypotheses (I1)-(I3) specific for our analysis.

### 5.3.3. CASE STUDY. Meritocracy and Romanian Civil Service

#### 5.3.3.1. General data

The next application analyses the civil service system in Romania from the prospect of the proposed model.

Law no. 188/1999 on the Status of Civil Servants with further amendments represents the fundamental legislative component.

The data are taken and processed from the reports<sup>15</sup> achieved by the National Agency of Civil Servants (NACS), body ensuring civil service management in Romania<sup>16</sup>.

According to the legal provisions, civil service positions in Romania are organised on categories and classes (Matei, 2006). Synthetically, their development is presented in the next tables.

#### Situation of civil service positions on 31.12.2006

Table 5.3.1

Civil service positions	Number	%	Out of which there are occupied	
			Number	%
State public administration	9201	7.15	8762	7.85
Territorial public administration	61031	47.50	58123	52.07
Local public administration	58282	45.35	44739	40.08
Total	128514	100.00	111624	100.00

Source: NACS, 2006.

#### Evolution of the number of civil service positions during 2003-2006

Table 5.3.2

Categories/classes of civil service positions	2003	2004	2005	2006
Executing civil service positions, out of which	89.01	88.91	89.95	89.99
Class I	50.94	55.06	52.69	56.55
Class II	2.82	3.65	3.20	3.87
Class III	46.24	41.29	44.11	39.58
Managing civil service positions	10.71	10.87	9.79	9.87
Civil service positions in the category of high civil servants	0.28	0.22	0.26	0.14

Source: NACS, 2006.

The statistical data from the mentioned sources as well as the interpretations of the legal provisions will represent the basis for processing them, taking into account the model of meritocratic analysis presented in the first part of the paper.

<sup>15</sup> Report of the National Agency of Civil Servants, 2006, [www.anfp.mai.ro](http://www.anfp.mai.ro)

<sup>16</sup> See Law no. 188/1999 on the Status of Civil Servants, republished, Official Journal of Romania, no. 365/2007-

### 5.3.3.2. Educational levels and social statuses in the civil service system

According to the Romanian regulations, both specific for civil service and general ones for education, 8 distinct levels of education can be defined in a decreasing hierarchy, necessary for occupying the civil service positions in Romania. (Table 5.3.3)

#### Levels of education, specific for civil service in Romania

Table 5.3.3

Level	Description
e <sub>1</sub>	Academic studies on long term (4-6 years), with Ph.D
e <sub>2</sub>	Academic studies on long term (4-6 years), with Master degree or specialised training programmes (at least 1 year)
e <sub>3</sub>	Academic studies on long term (4-6 years), with training programmes, on short term, specific for civil service
e <sub>4</sub>	Academic studies on long term (4-6 years)
e <sub>5</sub>	Academic studies on short term (3 years) with training programmes, on short term, specific for civil service
e <sub>6</sub>	Academic studies on short term (3 years)
e <sub>7</sub>	High school studies, with training programmes, on short term, specific for civil service
e <sub>8</sub>	High school studies

Based on the Status of Civil Servants, related to categories, classes and levels of public administration, in a decreasing hierarchy we may define 7 social statuses, specific for administrative stratification (Table 5.3.4).

#### Hierarchical levels of administrative stratification (public statuses)

Table 5.3.4

Public status	Description
s <sub>1</sub>	High civil servant
s <sub>2</sub>	Managing civil servant in state public administration
s <sub>3</sub>	Managing civil servant in territorial public administration
s <sub>4</sub>	Managing civil servant in local public administration
s <sub>5</sub>	Executing civil servant, class I
s <sub>6</sub>	Executing civil servant, class II
s <sub>7</sub>	Executing civil servant, class III

### 5.3.3.3. Construction of statistical data base, specific for the model of evaluating meritocracy in the civil service system

Proceeding as in sub chapter 5.3.2.1, related to the levels of education,  $e_i$ ,  $i = \overline{1,8}$  and public statuses  $s_j$ ,  $j = \overline{1,7}$ , processing the existent statistical data at NACS, as well as those resulted from own researches and interpretations, we shall obtain distributions of civil service related to the levels of education and public statuses, that related to a sample of  $N = 10,000$  civil service positions, are leading to observed matrices,  $X$ , in Appendix 5.3.1, corresponding to the years: 2003 – 2006.

Taking into account (4), the matrices corresponding to meritocratic distribution,  $M$ , are obtained using (5) and they are presented for the same period in Appendix 5.3.2.

At the same time, under the conditions imposed by (6), the matrices,  $R$ , corresponding to random distributions are those presented in Appendix 5.3.3.

All the three types of matrices were obtained respecting the hypotheses formulated in 5.3.2.1. as well as the notations and formalizations in 5.3.2.2.

### 5.3.3.4. First conclusions

A first evaluation results calculating, as we above specified, the distance between the observed matrix  $X$  and the two matrices that we created,  $M$ , respectively,  $R$ .

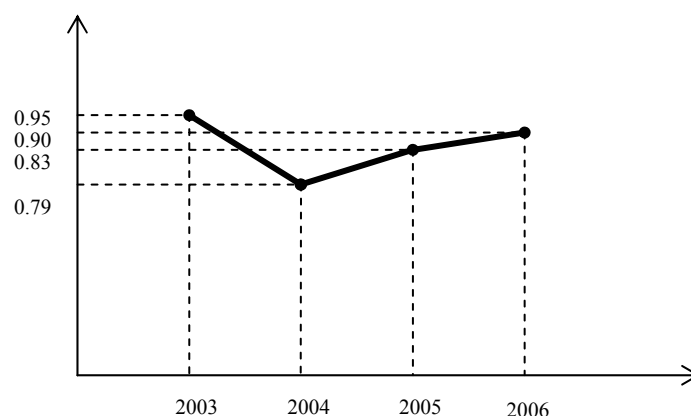
Using (7) and the data from appendices 1 -3, we obtain:

$$\begin{aligned} d_{2003}(X,M) &= 250; & d_{2003}(X,R) &= 5338. \\ d_{2004}(X,M) &= 1348; & d_{2004}(X,R) &= 5168. \\ d_{2005}(X,M) &= 1107; & d_{2005}(X,R) &= 5304. \\ d_{2006}(X,M) &= 614; & d_{2006}(X,R) &= 5470. \end{aligned} \quad (19)$$

In order to obtain results that might be compared, we shall use (9) and we shall obtain the degrees of meritocratisation:

$$\alpha_{2003} = 0.95; \alpha_{2004} = 0.79; \alpha_{2005} = 0.83; \alpha_{2006} = 0.9 \quad (20)$$

showing, easily that starting with 2004, the evolution to making meritocratic the Romanian civil service is visible. We shall stop on these conclusions to the end of this paper. Chart 5.3.1 represents a more suggestive image for the relations (20).



**Chart 5.3.1.** *Evolution of meritocratisation in the civil service system*

At the same time, we should make the remark that for the civil service system, the hypothesis on the mobility of status, formalised by relation (8) is validated from the statistical point of view.

#### 5.3.3.4.1. Validating the hypothesis on determining the status

Procedure for testing and validating hypothesis (I2) using the relations (10) and checking the relations (11), respectively (12).

We precise that in order to evaluate the respective relations, we used the data presented in Appendices 1 – 3 as well as a decreasing scale for variables  $e_i$ , respectively  $s_j$ , so that:

$$e_i = 8 - i, i = \overline{1, 7}, s_j = 9 - j, j = \overline{1, 8}. \quad (21)$$

Under these conditions, Pearson correlation coefficient will be as follows:

#### Evolution of Pearson correlation and mean coefficients

Table 5.3.5

Pearson coefficient	Year			
	2003	2004	2005	2006
$r(X)$	0.917	0.907	0.907	0.919
$r(M)$	0.931	0.957	0.951	0.951
$\bar{e}$	3.36	3.71	3.77	4.01
$\bar{s}$	2.30	2.43	2.37	2.41

In our opinion, two remarks are to be specified concerning the statistic correlation of variation for the two variables. First of all, we mention a powerful correlation, that seems to be specific to the civil service system and in general to the systems that are regulated, from legal point of view, by special statutes. Taking into consideration the fact that the maximum value of Pearson correlation coefficient is 1, the data from the previous table are supporting the above-asserted powerful correlation.

Secondly, we mention the fact, that from the prospect of the evolution of the correlation coefficient, the evolution is not increasing, the years 2004 and 2005 marking moments to redirect the meritocratic evolution for the civil service system. At the same time, as it is natural, the two correlation coefficients for the observed matrix, respectively for the meritocratic one, do not vary in the same manner. Concerning this statement, it is worth an analysis based on the real data as inputs in the system.

#### 5.3.3.4.2. Validating the hypothesis on inequality of public status

First of all, we should underline the fact that the entire logic of the current analysis is based on the mobility of public status, determining both modifications of the internal composition within the same educational level and among them. Consequently, as it is natural, we shall consider variations of the entropy for the civil service system, entropy evaluated according to the relations (13) and (14), specifying distinctly the modifications of entropy among groups, respectively inside the group, corresponding to an educational level. The evaluations among groups or inside groups are obviously complementary, as derived also from (15) – (17), the total entropy being the same, no matter the way they are organised or reorganised.

In this context, we shall opt for evaluating the expression  $T_w$  representing a mean of inequality of status in the 8 educational levels. The calculations being extremely long, we shall provide an example concerning the situation in 2003, thus obtaining:

**Evaluating the inequality of public status for the year 2003**

Table 5.3.6

Inequality of status among groups	Observed matrix X	Meritocratic matrix M	Random matrix R
T <sub>1</sub>	5.425	5.489	3.554
T <sub>2</sub>	7.251	7.245	7.311
T <sub>3</sub>	6.008	6.000	6.067
T <sub>4</sub>	8.596	8.594	8.655
T <sub>5</sub>	4.584	4.584	4.651
T <sub>6</sub>	5.398	5.398	5.465
T <sub>7</sub>	6.378	6.378	6.446
T <sub>8</sub>	8.871	8.871	8.938
T <sub>w</sub>	3.659	3.629	3.466

A simple calculation leads to the conclusion that relation (17) is checked and consequently, also the relation (16), under the conditions (15).

Analysing the data, we agree to consider true the validation of hypothesis (I3) also for the period 2004 – 2006.

As important observation, we can emphasise the visible proximity between the evaluations corresponding to matrices X and M, fact demonstrating once more the trend to meritocratic approach, specific for civil service systems.

The evaluations of the random matrix R are non standard, being on average also less for the level e<sub>1</sub> and higher for rest.

The detailed analysis could reveal also other conclusions, close to reality.

**5.3.4. Conclusions**

The current paper undertakes an idea, existent in the specialised literature, adapting it to the civil service system.

For Romania and other European countries, the presented model could be extended also for other occupational categories: academic staff, sanitary personnel, police, justice, benefiting of special statuses that are regulating special labour or job relations.

The presented model could be extended concerning the thorough analysis under the conditions of a more detailed data base concerning the composition of the civil servants corps.

At the same time, the analysis could be extended with researches and sociological analyses that should emphasise more obvious the direct correlation between meritocracy and performance in the public sector.

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## Appendix 5.3.1

**Statistical breakdown of civil service positions related to the levels  
of education and public statuses during the period 2003 – 2006**

<i>Observed distribution - 2003</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total (a)
e <sub>1</sub>	4	6	5	3	0	0	0	18
e <sub>2</sub>	9	38	118	51	23	0	0	239
e <sub>3</sub>	15	10	45	30	0	0	0	100
e <sub>4</sub>	0	30	390	345	4312	0	0	5077
e <sub>5</sub>	0	0	0	0	0	51	0	51
e <sub>6</sub>	0	0	0	0	0	200	0	200
e <sub>7</sub>	0	0	0	0	0	0	647	647
e <sub>8</sub>	0	0	0	0	0	0	3668	3668
Total (b)	28	84	558	429	4335	251	4315	10,000
<i>Observed distribution - 2004</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total (a)
e <sub>1</sub>	3	7	8	3	0	0	0	21
e <sub>2</sub>	14	49	153	66	130	0	0	412
e <sub>3</sub>	3	20	148	41	411	0	0	623
e <sub>4</sub>	0	12	275	340	4336	0	0	4963
e <sub>5</sub>	0	0	0	0	0	81	0	81
e <sub>6</sub>	0	0	0	0	0	242	0	242
e <sub>7</sub>	0	0	0	0	0	0	841	841
e <sub>8</sub>	0	0	0	0	0	0	2817	2817
Total (b)	20	88	584	450	4877	323	3658	10,000
<i>Observed distribution - 2005</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total (a)
e <sub>1</sub>	4	6	7	2	0	0	0	19
e <sub>2</sub>	19	63	198	85	169	0	0	534
e <sub>3</sub>	4	10	185	51	813	0	0	1063
e <sub>4</sub>	0	4	162	287	3714	0	0	4167
e <sub>5</sub>	0	0	0	0	0	105	0	105
e <sub>6</sub>	0	0	0	0	0	180	0	180
e <sub>7</sub>	0	0	0	0	0	0	1731	1731
e <sub>8</sub>	0	0	0	0	0	0	2201	2201
Total (b)	27	83	552	425	4696	285	3932	10,000

<i>Observed distribution- 2006</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total (a)
e <sub>1</sub>	4	5	8	2	0	0	0	19
e <sub>2</sub>	10	61	257	111	220	0	0	659
e <sub>3</sub>	1	8	161	143	1016	0	0	1329
e <sub>4</sub>	0	0	66	123	3876	0	0	4065
e <sub>5</sub>	0	0	0	0	0	175	0	175
e <sub>6</sub>	0	0	0	0	0	174	0	174
e <sub>7</sub>	0	0	0	0	0	0	2250	2250
e <sub>8</sub>	0	0	0	0	0	0	1329	1329
Total (b)	15	74	492	379	5112	349	3579	10,000

## Appendix 5.3.2

**Meritocratic distribution of civil service positions related to the levels of education and public statuses during the period 2003 – 2006**

<i>Meritocratic distribution - 2003</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	18	0	0	0	0	0	0	18
e <sub>2</sub>	10	84	145	0	0	0	0	239
e <sub>3</sub>	0	0	100	0	0	0	0	100
e <sub>4</sub>	0	0	313	429	4335	0	0	5077
e <sub>5</sub>	0	0	0	0	0	51	0	51
e <sub>6</sub>	0	0	0	0	0	200	0	200
e <sub>7</sub>	0	0	0	0	0	0	647	647
e <sub>8</sub>	0	0	0	0	0	0	3668	3668
Total	28	84	558	429	4335	251	4315	10,000

<i>Meritocratic distribution - 2004</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	20	1	0	0	0	0	0	21
e <sub>2</sub>	0	87	325	0	0	0	0	412
e <sub>3</sub>	0	0	259	364	0	0	0	623
e <sub>4</sub>	0	0	0	886	4877	0	0	4963
e <sub>5</sub>	0	0	0	0	0	81	0	81
e <sub>6</sub>	0	0	0	0	0	242	0	242
e <sub>7</sub>	0	0	0	0	0	0	841	841
e <sub>8</sub>	0	0	0	0	0	0	2817	2817
Total	21	88	584	450	4877	323	3658	10,000

Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	19	0	0	0	0	0	0	19
e <sub>2</sub>	8	83	443	0	0	0	0	534
e <sub>3</sub>	0	0	109	425	529	0	0	1063
e <sub>4</sub>	0	0	0	0	4167	0	0	4167
e <sub>5</sub>	0	0	0	0	0	105	0	105
e <sub>6</sub>	0	0	0	0	0	180	0	180
e <sub>7</sub>	0	0	0	0	0	0	1731	1731
e <sub>8</sub>	0	0	0	0	0	0	2201	2201
Total	27	83	552	425	4696	285	3932	10,000
<i>Meritocratic distribution- 2006</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	15	4	0	0	0	0	0	19
e <sub>2</sub>	0	70	492	97	0	0	0	659
e <sub>3</sub>	0	0	0	282	1047	0	0	1329
e <sub>4</sub>	0	0	0	0	4065	0	0	4065
e <sub>5</sub>	0	0	0	0	0	175	0	175
e <sub>6</sub>	0	0	0	0	0	174	0	174
e <sub>7</sub>	0	0	0	0	0	0	2250	2250
e <sub>8</sub>	0	0	0	0	0	0	1329	1329
Total	15	74	492	379	5112	349	3579	10,000

## Appendix 5.3.3

**Random distribution of civil service positions related to the levels  
of education and public statuses during the period 2003 – 2006**

<i>Random distribution - 2003</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	0	0	1	1	8	0	8	18
e <sub>2</sub>	1	2	13	10	104	6	103	239
e <sub>3</sub>	0	1	6	4	43	3	43	100
e <sub>4</sub>	14	43	283	218	2201	127	2191	5077
e <sub>5</sub>	0	0	3	2	22	1	23	51
e <sub>6</sub>	1	2	11	9	87	5	85	200
e <sub>7</sub>	2	5	36	28	280	16	280	647
e <sub>8</sub>	10	31	205	157	1590	93	1582	3668
Total	28	84	558	429	4335	251	4315	10,000

<i>Random distribution - 2004</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	0	0	1	1	10	1	8	21
e <sub>2</sub>	1	4	24	18	201	13	151	412
e <sub>3</sub>	1	5	36	28	304	20	229	623
e <sub>4</sub>	10	44	290	223	2420	160	1816	4963
e <sub>5</sub>	0	1	5	4	40	3	28	81
e <sub>6</sub>	1	2	14	11	118	8	88	242
e <sub>7</sub>	2	7	49	38	410	27	308	841
e <sub>8</sub>	5	25	165	127	1374	91	1030	2817
Total	20	88	584	450	4877	323	3658	10,000
<i>Random distribution - 2005</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	0	0	1	1	9	0	8	19
e <sub>2</sub>	1	4	29	23	251	15	211	534
e <sub>3</sub>	3	9	59	45	499	30	418	1063
e <sub>4</sub>	12	35	230	177	1957	119	1637	4167
e <sub>5</sub>	0	1	6	4	49	3	42	105
e <sub>6</sub>	0	1	10	8	85	5	71	180
e <sub>7</sub>	5	14	96	74	813	49	680	1731
e <sub>8</sub>	6	19	121	93	1033	64	865	2201
Total	27	83	552	425	4696	285	3932	10,000
<i>Random distribution - 2006</i>								
Status Education	S <sub>1</sub>	S <sub>2</sub>	S <sub>3</sub>	S <sub>4</sub>	S <sub>5</sub>	S <sub>6</sub>	S <sub>7</sub>	Total
e <sub>1</sub>	0	0	1	1	10	1	6	19
e <sub>2</sub>	1	5	32	25	337	23	236	659
e <sub>3</sub>	2	10	65	50	679	46	477	1329
e <sub>4</sub>	7	30	200	154	2078	142	1454	4065
e <sub>5</sub>	0	1	9	7	89	6	63	175
e <sub>6</sub>	0	1	9	7	89	6	62	174
e <sub>7</sub>	3	17	111	85	1151	79	804	2250
e <sub>8</sub>	2	10	65	50	679	46	477	1329
Total	15	74	492	379	5112	349	3579	10,000

## 5.4. Democracy and Politics. Romanian Mechanisms, Realities and Electoral Development\*

### 5.4.1. Introduction

This article approaches the relations and connections between democracy and politics, from the perspective of the Romanian electoral mechanisms and processes.

Essentially, it concerns the manner how the electoral life has determined irreversible processes in Romania after 1989. As country aspiring and acquiring the values of the European democracy, Romania had a similar evolution related to other Central and Eastern European countries. In this context, the analysis emphasises various stages, well shaped, overlapping the electoral cycles.

The most debated themes refer to Romanian political arena, as well as the political developments in the last decade and a half. The aspects concerning electoral cyclic feature, alternation to governance and accessibility to legislative power, political stability/instability dominate the first part of the analysis.

The second part analyses quantitatively and qualitatively the results of presidential, parliamentary and local elections, revealing the most important changes and transformations of the Romanian political spectrum. The electoral management and its legislative base represent also important issues. The analyses use abbreviations specified in Appendix 5.4.1.

### 5.4.2. Contemporary political arena

The year 1989 marked also for the Romanian social, political and economic life the beginning of some major changes, in view of Romania reintegration within the circuit of the European and international values of democracy and freedoms.

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\* Included in the joint research programme, developed together with Universidad Carlos III de Madrid, Spain, 2007.

Coinciding with the fall of a totalitarian political regime, the moment of December 1989 initiated, in a natural way, latent or oppressed energies, especially in the political sphere. In a relative short period of time, they led to multiplication of the number of political formations, beginning the reorganisation of the state institutions, emancipation of civil society related to the political one, occurrence of groups of interest and pressure and growth of the communication means in a rapid pace.

#### 5.4.2.1. Years: 1990-1992

Within the above-described context, 1990 represents itself the decisive step for creation and growth of the Romanian political life as well as for the main consequences of this historical process on social level.

These developments do not represent a single situation for Romania, in almost all former communist countries of Central and Eastern Europe, the phenomena and processes recording similar characteristics. Referring only to the evolution of the Romanian political arena, we should emphasise the fact that in 1990, in only few months, on the basis of the Decree-Law no. 8/26, December 1989 on constituting political parties, tens of parties were set up, 75 parties being registered at the start of the first democratic post-communist elections.

In comparison with other states, having a similar political situation, at the beginning of 1990s we remark that the Romanian political effervescence was among the greatest ones, the statistics concerning the number of parties revealing 40 for Bulgaria, 26 for Czechoslovakia, 35 for East Germany and 50 for Hungary.

The Romanian political spectrum is familiar with diverse orientations and doctrines, many being confused but asserting unanimously the need for democratisation of the Romanian society, the persistence of social topics, citizens' rights and freedoms etc. Of the 75 political formations present at the first democratic elections, we remark historical parties (PNL, PNT-CD, PSDR) with roots in the period between World Wars, new parties and a mass party (FSN), born from the revolutionary impetus,

comprising at least in the initial stage the outstanding representatives of the Romanian Revolution in 1989.

The elections on 20 May 1990 (see chapters on parliamentary and presidential elections) confirmed again the anti-totalitarian option of the majority of population and the support to legitimise the new form of political organisation.

The post electoral political analyses underline three main aspects<sup>17</sup>:

1. the popular front obtained the greatest legitimacy (FSN), being transformed afterwards into a political party, with a candidate proposed and supported;
2. the historical tradition was not able, at least in 1990, to offer electoral support to the parties and candidates with political roots in the period between World Wars;
3. the parties with ethnical support, as UDMR succeeded to gather almost in totality their ethnical supporters (7% for UDMR will be also found at the next elections).

Most of the important persons in the Revolution of December 1989 were legitimated by vote, holding offices in the state - President Ion Iliescu - or Parliament and afterwards in central and local public administration.

The constitution of the first democratic post-communist Parliament who also undertook the mission of Constituent Assembly will determine and ascertain essentially the development of Romanian social, economic and political life for the next decades.

The Romanian parliamentary life was reborn after almost five decades, the organisation in two Chambers was compatible with that of European countries with long democratic traditions and the framework for debating and adopting the new fundamental law, Constitution of Romania gets legitimacy in the context of social and political changes without precedent both in our country and other Central and Eastern European countries.

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<sup>17</sup> Niță, M., (2000), "Marketing and electoral management", Ed. Universitas XXI, Bucharest, Romania, p. 53.

The start to normality in the Romanian society will be accompanied during the whole period by the existence of the Constituent Assembly and provisional executive power, the political developments aimed to move away the new political class from the moments of growth and stabilisation. Thus, in less than two years, the number of the political parties attains 150 in a context where even in this relative short period of time the political options of the electorate start their restructuring. We assist at a concentration of the political doctrines and occurrence of parties representing trade movements, social categories (Pensioners Party) or even historical regions (Party of Moldavians).

The fragile political arena is already facing serious regrouping and repositioning. One of the most relevant re-position refers to the case of the historical parties: PNL, PNT-CD and PSDR, on the basis of the powerful adversity towards FSN, are situated in fact on the same side of the political spectrum, taking into account the political and strategic opportunities, although the doctrine of each party do not justify this fact.

Basically, we shall assist, in premiere, to the constitution of the first pre-electoral alliance in the political history after December 1989, the Democratic Convention of Romania (CDR) is based on the three above-mentioned important historical parties and comprised also other formations, including organizations of the civil society. The Convention elaborated, presented and supported a unique platform and a single candidate for the presidential elections: Emil Constantinescu.

The second important event of the analysed period refers to FSN re-position and even to the fact that some members of FSN Council, created during the days of the revolution, left the party.

In fact, it proved to be only a stage in the imminent reorganisation of FSN. Consequently, in March 1992, few months before next parliamentary and presidential elections, a powerful scission takes place inside FSN, dividing it into two formations of social-democrat orientation: FDSN (grouped around Ion Iliescu) and FSN (led by the former Prime Minister, Petre Roman).



Adopting the new Constitution of Romania and submitting it to a national referendum represents the third major event on political level, during the period 1990-1992. Even if it was vehemently criticised and was not accepted by a part of the opposition, the adoption of the fundamental law represented the basis of democratisation and normalisation of the Romanian social and political life.

#### 5.4.2.2. 1992-2006. Political developments

This period aims around a decade and a half and it reveals the implementation of the democratic mechanisms, restructuring the electorate political options, related to the whole society evolution, full growth of the electorate and Romanian political class.

Some current analysts do not agree with this conclusion. However, if we analyse the initial data of the problem, in the internal and external political context, for the time being when we write this material, Romania has fulfilled the standards and requirements necessary for integration into the European Union, revealing the image of an ascending path towards European democratic values, expressed in ideals, partially achieved by the Romanian society.

Therefore, we shall refer briefly to the following issues:

1. structuring the electoral activity in Romania on cycles and achieving the alternation to governance;
2. evolution of the political spectrum and access of the parties to the legislative power;
3. political stability/instability and political migration.

##### 5.4.2.2.1. Electoral cyclic feature and alternation to governance

According to the constitutional provisions, Law no. 370/2004 for electing the President of Romania and Law no. 373/2004 for electing the Chamber of Deputies and Senate, the President of Romania, Chamber of Deputies and Senate are elected by universal, equal, direct, secret and freely expressed suffrage. The mandate of the Chamber of Deputies and Senate is 4 years,

and since 2004 the mandate of the President of Romania is five years. At the same time, for the local elections the mandate is four years.

Similar with other European countries, we remark also in Romania a cyclic feature of the electoral process that marks the activity of the political parties.

The direct link between the electoral process and activity of the parties is expressed especially by:

- enhancing the party activities, ideological restructuring and even political regrouping before the period of elections;
- expressing highly the political interest by possible candidates and abandoning the party ideology in favour of greater opportunities to accede into the Parliament;
- a coagulation around the political formations of business men and supporting them in a privileged way related to their electoral chances;
- constituting pre and post electoral alliances for accessing or exercising the executive power;
- intensifying the popular speech and strengthening the dialogue with the citizens.

Of course, we can add to these conclusions other issues connected directly to abuse of power, proliferation or fight against corruption etc.

At the same time, the period 1992-2006 revealed the alternation to governance, namely the formation or coalition who held the power in an electoral cycle did not hold it on the whole or not at all in the next electoral cycle. Therefore, unlike other states, where the political option focus on two-three political formations, and consequently the alternation aims each time another political formation, in Romania this thing is not possible, as the last electoral cycles enabled only to pre and/or post electoral alliances to hold the executive power. It was also determined by the fact that, since 1992, no formation or pre-electoral alliance gathered the parliamentary majority (excepting the electoral cycle 2000-2004 when the Government was formed by the Social Democrat Pole of

Romania, with UDMR parliamentary support). Synthetically, Table 5.4.1 presents alternation to governance.

#### Alternation to governance

Table 5.4.1

Electoral cycle	Structure of the power	Observations
1990-1992	FSN	
1992-1996	FDSN, PUNR, PRM, PSM	<ul style="list-style-type: none"> <li>- during the mandate, PNL is involved in governance;</li> <li>- FSN creates USD with PSDR that leaves CDR.</li> </ul>
1996-2000	CDR, USD, UDMR	<ul style="list-style-type: none"> <li>- PSDR merges with PS and afterwards PSM merges with PDSR (by absorption)</li> <li>- USD disintegrates, FSN becomes PD, and PSDR merges with PDSR creating PSD.</li> </ul>
2000-2004	PDSR (PSD+PUR)	<ul style="list-style-type: none"> <li>- with UDMR and minority group parliamentary support.</li> </ul>
2004-2008	D.A. (PNL-PD), UDMR, PC	<ul style="list-style-type: none"> <li>- PC draws back from governance;</li> <li>- the Democrat Liberal Party is created, former members of PNL having parliamentary representation)</li> </ul>

#### 5.4.2.2.2. Evolution of the political spectrum and access to legislative power

The Constitution of Romania acknowledges the principle of political pluralism as a condition and guarantee of constitutional democracy (art.8 paragraph (1)), meaning that the fundamental law recognises the importance of the political parties in the free organisation of the society, in the definition and expression of the political will of the citizens (art.8 paragraph (2)).

For the time being, in Romania, the political parties are functioning according to the legal provisions in this area – Law on political parties no. 14/2003.

According to the law, the political parties are associations with political feature of Romanian citizens having the right to vote and to freely express their political will, accomplishing a public mission to guarantee the Constitution. The legislative framework regulating the registration and functioning of political parties in Romania has undergone a succession of changes. The most

important changes aimed the possibility to register the political parties, imposing a minimum level of founder members, as follows:

- 3 founder members in Decree - Law no. 8/1989;
- 10,000 founder members in Law no. 27/1996;
- 25,000 founder members in Law no. 14/2003.

The current legislation stipulates that into the Register on political parties, the parties existent in the moment of its promulgation should register again and present (art.19 paragraph (3) in Law no. 14/2003) “a list with signatures for support that should comprise at least 25,000 founder members, with residence in at least 18 counties and Bucharest Municipality, but no less than 700 persons for each county and Bucharest Municipality”.

These laws try to present in an objective manner the reality of Romanian political life and to determine its restructuring, revealed by the number and orientation of the political formations.

An eloquent image on the situation and evolution of the Romanian political spectrum is presented in Table 5.4.2.

#### **Evolution of the political spectrum and access to the Parliament**

Table 5.4.2

Electoral year	Number of parties	Number of parliamentary parties	Accessibility [%]	Observations
1990	75	16	21.3	Without electoral threshold.
1992	150	12	8	An electoral threshold of 3% was introduced.
1996	38	9	23.7	Law no. 27/1996 entered into force.
2000	39	6	15.4	An electoral threshold of 5% was introduced.
2004	31	6	19.3	Law no. 14/2003 entered into force.

Table 5.4.2 shows that by introducing the new legislation on political parties, an important number of the political parties remained outside the political spectrum and the increase of the electoral threshold led to the decrease of the number of parliamentary parties.

We may complete the analysis, referring to the relation between competition and democracy. In this prospect, Ciobanu, I. (2006) achieves an analysis for the Romanian system of parties, based on the assertion from the specialised literature: “inter-parties competition is important for democracy as it is one of the two essential ways in order to articulate or aggregate a collective interest.”<sup>18</sup> A conclusion of the analysis<sup>19</sup> reveals the multi-dimension feature for the political competition, focused by the author on the empirical analysis of the dimensions for the competition<sup>20</sup>, namely:

- Contestability - possibility of the political actors – parties - to register into the competition and structure of the opportunities to accede to the Parliament;
- Availability – availability and existence of an electoral segment, able to enable the result of election in favour of an alternative block of parties in competition;
- Ability to decide - voter’s ability to make the distinction between the programmes proposed and capacity of the parties to propose various programmes;
- Vulnerability - level of probability that the Government in force is replaced with one of the parties or blocks of parties that are in competition;
- Post-electoral predictability - capacity of the parties to maintain pre electoral alliances after the moment of elections.

Referring to contestability, it is obvious that there will be various values for this indicator in different stages of the development of political life.

As the precise content of contestability aims the chances of some older or new parties to accede to the Parliament, the specialised literature makes this concept operational by two measures:

1. systemic permeability (Pst) and
2. analysing the number and percentage of votes obtained by the parties under the electoral threshold.

<sup>18</sup> Arrow, K., (1951), „Social Choice and Individual Values”, New York: Wiley, p. 1.

<sup>19</sup> Ciobanu, I., (2006), „Romanian system of parties: from competition to collision”, Sphere of politics, no.123-124, pp.1-23.

<sup>20</sup> Idem, p.2.

The above-mentioned paper uses the following formula for the systemic permeability:

$$P_{st} = \frac{2(P_{in} + P_{out})}{P_{t-1} + P_t}$$

where:

$P_{in}$  represents the number of new parties in Parliament;

$P_{out}$  represents number of parties leaving the Parliament;

$P_{t-1}$  represents the moment of previous elections and

$P_t$  represents the actual moment.

For the Romanian system of parties, using the data from Table 5.4.2, we obtain:

**Systemic parliamentary permeability**

Table 5.4.3

Electoral year	Number of parliamentary parties	New parties that entered into the Parliament	Parties that left the Parliament	Pst
1990	16	16	0	2
1992	12	3	7	0.71
1996	9	0	3	0.29
2000	6	2	3	0.66
2004	6	0	0	0

Table 5.4.3 emphasises the fact that the greatest genuine systemic parliamentary permeability was recorded in 1992; afterwards, due to other measures established for the electoral threshold and the modalities for registering the political parties, as well as taking into consideration the maturing stage for the electorate political options, it presented fluctuations, reaching the minimum value “0” in 2004; around this figure we believe that it will vary in future<sup>21</sup>.

<sup>21</sup> The other dimensions concerning the political competitiveness within the system of parties in Romania are presented in details in the mentioned paper.

#### 5.4.2.2.3. Political stability/instability

The issue of political stability, respectively, instability may be approached from two perspectives. The first perspective and the most used one, takes into consideration the stability as “probability that those holding the power are able to implement their projects in time”<sup>22</sup>. Consequently, in the context of a cyclic electoral evolution, we refer to the probability that those holding the power are able to keep it and to achieve the projects during their mandate.

The second perspective refers to the public perception on the political situation in a certain period of time, usually an electoral cycle. The public perception on the political stability may be influenced by the political movements or results obtained by those holding the power, especially on social and economic level.

Obviously, the meaning for political instability may derive from the logic of negation, the two phenomena being contrary.

##### a) Quantitative evaluations

Below we shall try to describe political stability through a quantitative evaluation, exemplifying the political parties system in Romania and using the first perspective.

The brief above presentations lead to synthesising some characteristics, that will be used as working hypotheses in the proposed model of analysis<sup>23</sup>, characteristics valid also for other Central and Eastern European countries.

From the Romanian perspective, we remark the following main characteristics:

- Persistence of political instability as effect of fluidity for the political life and non-maturation of electoral options;
- Existence of electoral cycles, both for central public administration and local public administration;

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<sup>22</sup> Campante, R., F., Chor, D., Quoc-Anh, (2005), „Instability and the Incentives for Corruption”, Harvard University Press, USA, p. 2.

<sup>23</sup> Matei, A., Matei, L., (2006), ”A Model of Social and Economic Analysis of Corruption”, EGPA Annual Conference, „Public Managers under Pressure: between Politics, Professionalism and Civil Society”, Milan, Italy, Sept. 2006.

- Alternation to governance, between power and opposition, structured each time from other coalitions, factions or parties.

In this context, we propose a simplified model for evaluating the political stability through an index of stability (IS), calculated for each electoral cycle. The aggregated elements in this index are as follows:

- Probability to hold the power, by the same government during the period of the electoral cycle. In fact, this probability will be calculated, indirectly, by means of a random variable (AS);
- Ratio of forces between power and opposition (RF), expressed by a sub unitary coefficient related to the number of parliamentary mandates of the opposition and number of parliamentary mandates of the power;
- Structure of the power, expressed by the number of political formations participating to governance (SP).

Trying to model the above assertions, for Romania situation, we shall take into calculation 4 electoral cycles, respectively: (1): 1992-1996; (2): 1997-2000; (3): 2001-2004; (4): 2005-2008.

The probability to hold power in these four periods will be determined by means of a random variable with the following form:

$$AS_i: \begin{pmatrix} 1 & 2 & \dots & n \\ p_1 & p_2 & \dots & p_n \end{pmatrix};$$

n = number of major changes in Government, the values 1,n being assigned on the basis of a chronological scalar operation, related to the stages of governance.

The expression for the index of stability is as follows:

$$IS_i = \frac{2}{n \bullet (n+1)} \bullet \frac{RF_i}{SP_i} M(AS_i), \overline{i=1,4}$$

where

M (AS) is the average of the random variable AS.



In Romania case we shall have:

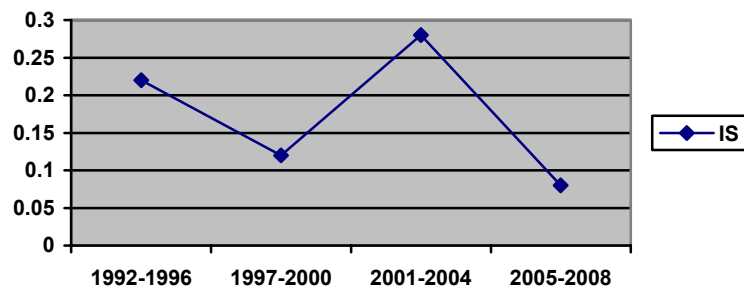
$$AS_1: \begin{pmatrix} 1 \\ 1 \end{pmatrix}; \quad AS_2: \begin{pmatrix} 1 & 2 & 3 \\ 2 & 5 & 1 \\ 8 & 8 & 8 \end{pmatrix}; \quad AS_3: \begin{pmatrix} 1 & 2 \\ 3 & 1 \\ 4 & 4 \end{pmatrix}; \quad AS_4: \begin{pmatrix} 1 & 2 \\ 23 & 1 \\ 24 & 24 \end{pmatrix}$$

$$RF_1 = \frac{2}{3}; \quad RF_2 = \frac{46}{54}; \quad RF_3 = \frac{49}{51}; \quad RF_4 = \frac{49}{51}$$

$$SP_1 = 4; \quad SP_2 = 6; \quad SP_3 = 2; \quad SP_4 = 4$$

Consequently, we obtain:

$$IS_1 = 0.17; \quad IS_2 = 0.04; \quad IS_3 = 0.20; \quad IS_4 = 0.08;$$



**Chart 5.4.1.** *Evolution of the political stability*

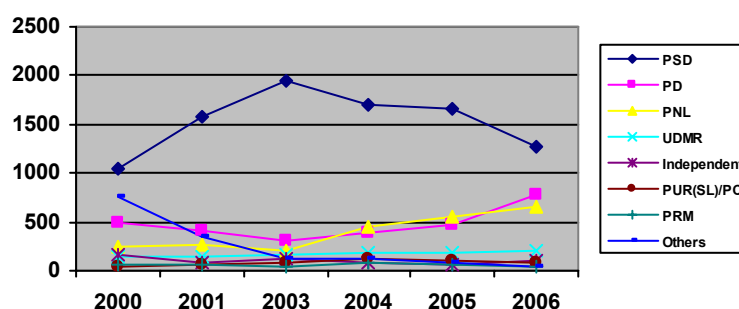
Consequently, mentioning that the last electoral cycle is not complete, according to the results of the quantitative evaluation, the greatest political stability was registered in the electoral cycle 2001-2004, followed in a decreased order by the electoral cycles (1), (4) and (2).

At the same time, we mention that the ratio of forces in Parliament was approximated, depending on the number of

mandates assigned at the moment of constituting the Parliament, without taking into account the further political migrations.

#### b) Political migration

Another characteristic of the Romanian political life represents the political migration. The phenomenon of migration, present both at parliamentary and local level, influences the political stability, creating the perception of a high instability for the electorate.



**Chart 5.4.2.** *Political migration at the local elected officials level*

During the analysed period of time, the Institute for Public Policies (IPP) made public<sup>24</sup> some studies achieved at local public administration level, emphasising both the causes of migration and the dimensions of this phenomenon.

Chart 5.4.2 presents, using the data published by IPP, the developments of the phenomenon of political migration. We remark that 2004 represents an important pillar for the attitude of the local elected officials towards their political formations. As 2004 represents the milestone between two electoral cycles, the conclusion derived easily from the above developments refers to the fact that the political membership of an important percentage of

<sup>24</sup> IPP, (2007), „Political migration of mayors in Romania 2006”, [www.ipp.ro](http://www.ipp.ro).

elected officials is direct linked to political opportunity and less to political programmes or doctrines.

In the attempt to stop political migration, Law no. 393/2004 was adopted, on the statute of elected officials, namely they are obliged, under the sanction of ceasing their mandate, to declare their political membership, by written statement about their responsibility. The application of this law meant to enhance for the time being, the phenomenon of migration, and to analyse the future effects.

The above-mentioned source considers that the phenomenon of political migration of local elected officials, mayors and councillors, “could not be stopped in a genuine way, on the contrary” it makes responsible the political class holding the power to “tolerate and even to encourage them to attract mayors of other formations”<sup>25</sup>.

#### 5.4.3. Citizens' political rights

The principles of Athenian democracy, of *equality* before the law of all those belonging to the civic community and of *freedom* to live and think, are found in the nowadays society, within dialogue, debate and membership to a community<sup>26</sup> where the individual rights and liberties are rigorously protected by law. “Human dignity, the citizens' rights and freedoms, the free development of human personality, ... equality before the law and public authorities...” (Title I, General Principles, art.1 paragraph (3), art. 16 paragraph (1), Constitution of Romania) represent supreme values of the democratic and social state, legitimising the new Romanian society in the latest 17 years, consented in the fundamental law, Constitution of Romania.

Democracy creates the conditions necessary to exert actively the statute of citizen. We perceive democracy from the point of view of the citizens' rights and obligations and ensuring the

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<sup>25</sup> Idem, p. 4.

<sup>26</sup> Matei, L., Matei, A., (2004), „*The European Public Space Identity – Communication Resource in Central and Eastern Europe*”, Symposium, May 2004, Athens, Greece.

guarantees in order to exercise these rights. The elections represent the expression of the constitutional rights of a people<sup>27</sup>, being expression of the democracy in a state. The different forms of citizen participation to:

- organisation and participation in public meetings (art. 39 in Constitution of Romania<sup>28</sup>, Law no. 60/1991 on organisation and holding of public meetings),
- public debates represent a priority of good governance (art. 102 and art. 31, Constitution of Romania<sup>29</sup>),
- the public decision-making process (Law no. 52/2003 on decisional transparency),
- the electoral actions, the citizen's right to elect and to be elected, as fundamental rights (art. 36, art. 37, Constitution of Romania<sup>30</sup>, the electoral legislation for local, presidential and

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<sup>27</sup> See „Constitution of Romania commented and ad noted”, Autonomous Regies Official Gazette, Bucharest, 1992, p. 35.

<sup>28</sup> „Public meetings, processions, demonstrations or any other assembly shall be free and may be organized and held only peacefully, without arms of any kind whatsoever”. **Freedom of assembly** - art. 39, Constitution of Romania, 2003.

<sup>29</sup> „The public authorities, according to their competence, shall be bound to provide correct information to the citizens in public affairs and matters of personal interest”. **Right to information** - art. 31 paragraph (2), Constitution of Romania, 2003.

„In the exercise of its powers, the Government shall co-operate with the social bodies concerned”. **Role and structure of the Government** - art.102, paragraph (2), Constitution of Romania, 2003.

<sup>30</sup> „(1) Every citizen having turned eighteen up to or on the election day shall have the right to vote.

(2) The mentally deficient or alienated persons, laid under interdiction, as well as the persons disenfranchised by a final decision of the court cannot vote”. **Right to vote** – art. 36, Constitution of Romania, 2003.

„ (1) Eligibility is granted to all citizens having the right to vote, who meet the requirements in Article 16 (3), unless they are forbidden to join a political party, in accordance with Article 40 (3).

(2) Candidates must have turned, up to or on the election day, at least twenty-three in order to be elected to the Chamber of Deputies or the bodies of local public administration, at least thirty-three in order to be elected to the Senate, and at least thirty-five in order to be elected to the office of President of Romania.” **Right to be elected** – art. 37, Constitution of Romania, 2003.

general elections, other laws, ordinances and Government decisions with special feature, legal tools and rulings of the courts<sup>31</sup>),

- the right to legislative initiative (art. 74 and art. 150, Constitution of Romania<sup>32</sup>, Law no. 189/1999 on exerting the legislative initiative by the citizens) represent the evidence of a democracy that is functioning in Romania.

The vote represents the means to express the electorate's option, being a non-material relationship between the voter and the voted person. The texts of the articles in the Constitution of Romania reveal the characteristics of the vote: universal (all Romanian citizens that fulfil the conditions stipulated in the Constitution), equality (equality of rights for the Romanian citizens, art. 4 and 16 in the Constitution), free, direct and secret. They are also considered constitutional conditions of the vote, being completed by special laws, those on the electoral action, such

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*„After Romania's accession to the European Union, Romanian citizens shall have the right to elect and be elected to the European Parliament.” **Right to be elected to the European Parliament** - art. 38, Constitution of Romania, 2003.*

<sup>31</sup> See the legislation in the next chapters of the paper on presidential, parliamentary and local elections.

<sup>32</sup> „ (1) A legislative initiative shall lie, as the case may be, with the Government, Deputies, Senators, or a number of at least 100,000 citizens entitled to vote. The citizens who exercise their right to a legislative initiative must belong to at least one quarter of the country's counties, while, in each of those counties or the Municipality of Bucharest, at least 5,000 signatures should be registered in support of such initiative”.

**Citizen's right to legislative initiative** – art. 74, Constitution of Romania, 2003

*“(1) Revision of the Constitution may be initiated by the President of Romania on the proposal of the Government, by at least one quarter of the number of Deputies or Senators, as well as by at least 500,000 citizens with the right to vote.*

*(2) The citizens who initiate the revision of the Constitution must belong to at least half the number of the counties in the country, and in each of the respective counties or in the Municipality of Bucharest, at least 20,000 signatures must be recorded in support of this initiative.” **Initiative of revision of the Constitution** – art.150, Constitution of Romania, 2003.*

as: registering the citizens with “vote” right in an (permanent or special) electoral list and holding the voter’s card<sup>33</sup>.

#### 5.4.4. Electoral management

The elections in Romania were held and are held on three levels:

1. local level (for local councils, county councils, city halls and General Council of Bucharest Municipality),
2. general level (respectively for the Parliament of Romania) and,
3. presidential level (for the office of President of Romania).

Consequently, electoral management presupposes an hierarchical structure developed on three levels (Figure 5.4.1), to each level corresponding assignments and responsibilities that are established on the basis of constitutional provisions by special laws: Law no. 70/1991 on local elections, Law no. 68/1992 for electing the Chamber of Deputies and Senate, Law no. 69/1992 for electing the President of Romania, with further modifications and completions, Law on political parties and other normative deeds, ensuring a democratic feature to the electoral process.

We remark that the electoral elections management on three levels, taking into account the development of the legislative framework has meant to adopt a package of laws, valid for the elections in 1992 that has undergone modifications for the elections in 1996 and essential modifications for the elections in 2004.

##### 5.4.4.1. Level of local elections

Chronological, the legislative issues for the local elections in Romania were represented by the following laws:

- 1990: Constitution of Romania;
- 1992: Law no. 70/1991 on local elections;

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<sup>33</sup> See Ionescu, C., (2002), “Political regime in Romania”, Ed. All Beck, Bucharest, pp. 123-139.

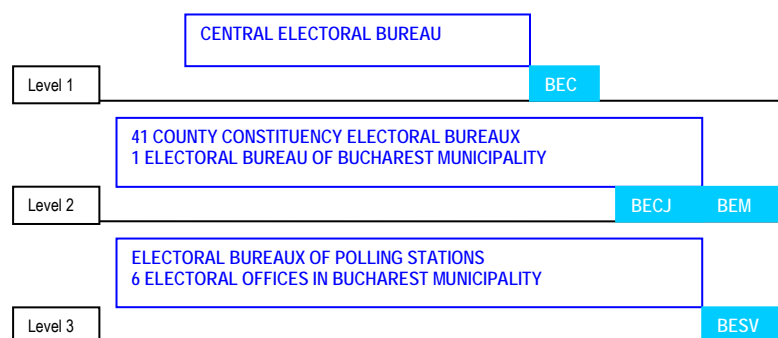
- 1996: Law no. 70/1991 on local elections, *modified* by Law no. 25/1996;
- 2000: Law no. 164/1998 *modifies and completes* Law no. 70/1991 on local elections, modified by Law no. 25/1996;
- 2004: Law no. 67/2004 for electing the local public administration authorities.

Concerning electoral management, it involved distribution of tasks, individual assignments (presidents and vice-presidents) and group assignments (commissions), assigning the roles conceived after organisation of the polling stations and electoral bureaux, configuring the information and communication system, adequate to the electoral organisational structure, stipulated by law.

We may easily identify a functional-type organisation, for organising and holding the electoral operations, where a hierarchy of the electoral bureaux<sup>34</sup> is functioning (art. 21, (2), Law no. 70/1991 on local elections) namely: the Central Electoral Bureau (BEC), 42 county constituency electoral bureaux (BECJ), represented by 41 county constituency electoral bureaux and 1 Municipal Electoral Bureau (BEM) of Bucharest Municipality, with the same responsibilities of a county constituency electoral bureau, electoral bureaux of the polling stations (BESV) and 6 electoral offices, one for each administrative sector of Bucharest Municipality. Law no. 70/1991 on local elections stipulates the assignments of the constituency electoral bureaux, electoral bureaux of polling stations and central electoral bureau. We should mention the fact that BEC and electoral bureaux are functioning only during the electoral intervals.

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<sup>34</sup> „by the designation of *constituency electoral bureau*, used in the present law there shall be understood the *electoral bureau of the communal, town, municipal, county constituency and that of the territorial- administrative subdivision of a municipality*”, art.111, Law no. 70/1991 on local elections.



**Figure 5.4.1.** *Hierarchy of electoral bureaux*

The electoral management is practiced in *electoral constituencies* organised at the level of each commune, town, municipality and territorial - administrative subdivision for electing local councils and mayors, and an *electoral constituency* (art.8, paragraph (1), (2), Law no. 70/1991 on local elections) is formed for electing county councils at each county level. The electoral law stipulates that the number of the polling stations in a constituency is determined depending on the number of voters assigned to each polling station. The vote is exerted in polling stations, organised in localities, observing the representation norm, depending on the number of inhabitants (art.11, paragraph (1), (2), (3) in Law no. 70/1991 on local elections), thus:

- a. in localities with a population of more than 2,000 inhabitants, one polling station for 1,000-2,000 inhabitants;
- b. in communes with a population of less than 2,000 inhabitants, one polling station only;

At the same time, a polling station is organised:

- c. in villages or clusters of villages with a population of up to 1,000 inhabitants, situated at a distance bigger than 5 km from the headquarters of the polling station in the commune residence;
- d. for the military units if there are at least 50 voters.



#### 5.4.4.2. Level of parliamentary elections

Chronological, the legislative issues for the parliamentary elections in Romania were represented by the following laws:

- 1990: Decree – Law no. 92/1990 for electing Senate, Chamber of Deputies and President of Romania;
- 1992: Law no. 68/1992 for electing Chamber of Deputies and Senate;
- 1996: Law no. 115/1996 modifying Law no. 68/1992 for electing Chamber of Deputies and Senate;
- 2000: Government Emergency Ordinances no. 63/2000, no. 129/2000 and no. 154/2000 valid for the elections in 2000;
- 2004: Law no. 373/2004 for electing Chamber of Deputies and Senate.

Aiming the improvement of electoral management, taking into account a series of OSCE<sup>35</sup> recommendations concerning the elections in 2000 and the deviations recorded at the previous elections about the lack of continuity from a poll to another as well as the need to set up a permanent electoral structure, on 1 July 2004 the Permanent Electoral Authority (AEP) was set up, as mentioned in the electoral legislation. As emphasised by OSCE latest Report<sup>36</sup> on elections in Romania [2005: 11] and according to the electoral legislation (Law no. 373/2004 for electing Chamber of Deputies and Senate), the main objective of this institution is to fulfil the specific operations between the electoral intervals and to monitor the relevant activities of some state bodies.

In 2004, the electoral management was practiced in a new configuration, on the basis of the previous one from 1992, 1996, 2000, keeping the elements of organisational and functional continuity, introducing the modifications imposed by the new adopted laws. Thus we identify the institutional level *AEP*, *electoral constituencies* organised at the level of each commune, town, municipality and territorial-administrative subdivision for

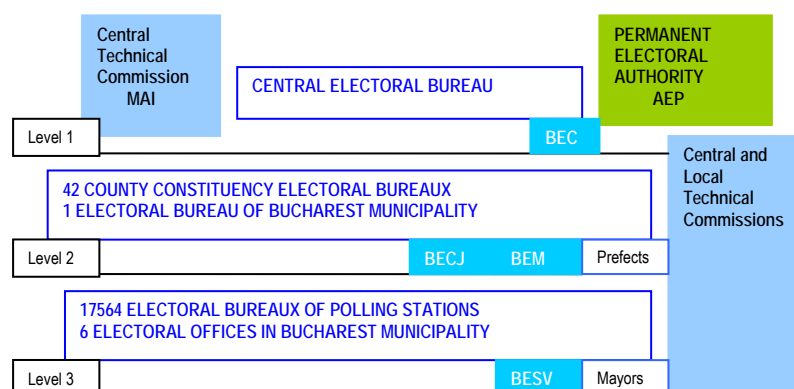
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<sup>35</sup> „Report of OSCE/ODIHR Mission to evaluate the elections in Romania”, p. 10, Warsaw, 2005.

<sup>36</sup> Idem, p. 11.

electing the local councils and mayors (art. 10, paragraph (1) in Law no. 67/2004 for electing the local public administration authorities), and for electing county councils and General Council of Bucharest Municipality, at the level of each county, respectively Bucharest Municipality, a *county electoral constituency* and an *electoral constituency of Bucharest Municipality* were set up (art. 10, paragraph (2), Law no. 67/2004). The new things that were introduced: criteria to set up the polling stations, segmented on urban or rural area, the maximum number of inhabitants is decreased to 500 inhabitants, it is cancelled the organisation of polling stations in military units, the military staff voting at the polling stations in their locality of residence (only at local elections), etc. The representation norm depending on the number of inhabitants is defined according to the articles of the electoral law (art. 13, paragraph (1), (2) in Law no. 67/2004 and art. 21 in Law no. 373/2004 for electing the Chamber of Deputies and Senate), thus:

- a. in urban localities, one polling station to 1,000-2,000 inhabitants;
- b. in communes, one polling station for 500-2,000 inhabitants, usually in each village;
- c. polling stations can be organised also in the villages or clusters of villages with a population up to 500 inhabitants.

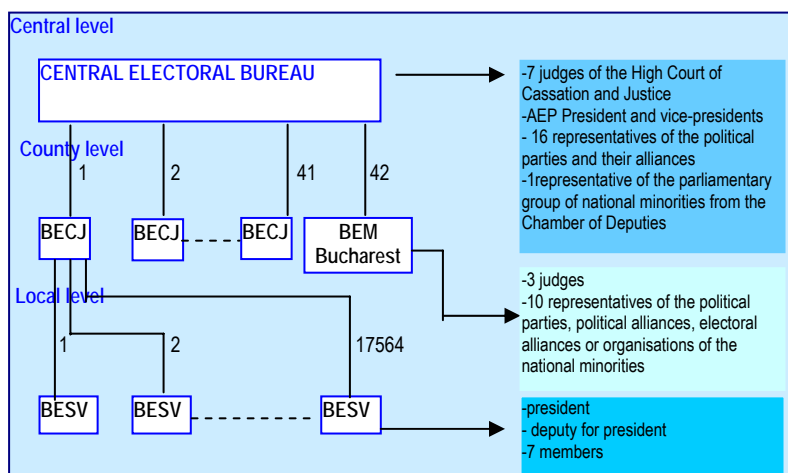


**Figure 5.4.2.** *Romanian electoral management*

As revealed by Figure 5.4.2, the activity of the traditional structures with responsibilities in the organisation and holding of the electoral elections, at the last ballot in 2004 was supported by AEP, prefects, as representatives appointed by the Government, mayors and central and local technical commissions created for this purpose, and at central level, a Central Technical Commission, organised by the Ministry of Administration and Interior (MAI), at local level, joint technical commissions coordinated by prefects.

The new thing concerning the functioning of the three centers responsible for organisation and holding of general elections created also the conditions for some deviations that were determined, on one hand by distribution of activities and responsibilities among the three factors – electoral bureaux, prefects and mayors –, and on the other hand, by the multiplication of factors with similar assignments – mayors and prefects. At the same time as presented by OSCE<sup>37</sup> Report [2005: 13] "there are doubts concerning the strict political neutrality at all levels for administrating elections".

<sup>37</sup> Idem, p. 13.



**Figure 5.4.3.** *Space configuration of the electoral organisational levels for the parliamentary elections in 2004<sup>38</sup>*

The appreciations on BEC electoral management were positive, especially concerning its relative efficient, professional and visible manner of action.

#### 5.4.4.3. Level of presidential elections

Chronological, for the local elections in Romania the legislative issues were represented by the following laws:

- 1990: Constitution of Romania;
- 1992: Law no. 69/1992 for electing the President of Romania;
- 2004: Law no. 370/2004 for electing the President of Romania.

In 1992, 1996 and 2000, the parliamentary and presidential elections were held in the same day, under the coordination of the same electoral bureaux and within the same polling stations.

<sup>38</sup> According to the Law no. 373/2004.

For the presidential elections, the organisation and holding of the vote are achieved at the level of the electoral constituencies and polling stations, under the management of the electoral bureaux, stipulated in Law for electing the Chamber of Deputies and Senate. BEC, BECJ, BESV assignments are stipulated in the text of the Law for electing the President of Romania (art. 5, art. 6, art. 7 in Law no. 370/2004). We should emphasise the fact that the assignments of the electoral bureaux refer to activities ensuring the good development of the elections until the centralisation of the results and the legality of the electoral operations.

#### 5.4.5. Presidential elections in Romania

##### 5.4.5.1. Legislation

The republican government form adopted<sup>39</sup> by the Constituent Assembly in 1991 and the political presidential regime represent the characteristics of the actual Romanian system.

The election of the President of Romania and the aspects of the presidential elections are regulated by *Constitution of Romania from 1991 and Constitution of Romania revised in 2003*, *Law no. 69/1992 for electing the President of Romania*, *Law no. 370/2004 for electing the President of Romania* (Table 5.4.4).

#### Legislative framework concerning the presidential elections in Romania

Table 5.4.4

No.	Law	Contents
1.	Constitution of Romania, 1991	
2.	Law no. 62/1992	Concerning the election of the President of Romania
3.	Law no. 429/2003	Law for revising the Constitution of Romania
4.	Law no. 370/2004	Concerning the election of the President of Romania

<sup>39</sup> Decree-law no. 2/1989 stipulates the republican government form, undertaken by the Constituent Assembly in 1990, found in art.1 paragraph (2) in the Constitution of Romania: „The form of Government of The Romanian State is a Republic”. Constitution of Romania, Title I, General Principles, p. 3, Ed. Libertatea, Bucharest, 1992.

The legislative dynamics on presidential elections in Romania demonstrates the flexible feature and necessity to adapt of the legal framework in a changing democratic society, where a new parliamentary practice is functioning, based on pluralism of parties, in a state of law.

According to the Constitution, the system for electing the President is based on suffrage in 2 ballots. The election takes place "in the first ballot with the majority of the electors' votes entered on the electoral lists" (art. 81 paragraph (2), Constitution of Romania). The second ballot is organised when no candidate fulfilled this majority. It is organised in two weeks after the first ballot, with the participation of the first two candidates, ranked in the order of the votes obtained in the first ballot. In order to be declared elected in the second ballot, the candidate should obtain the relative majority, thus it is enough one vote in plus compared to those obtained by the other candidate<sup>40</sup>. After centralisation of results, observing the procedure of the first ballot, the candidate who obtained the greatest number of votes is declared President of Romania.

The elections organised in Romania in the spring of 1990 (20 May 1990) were held on the basis of CPUN Decree no. 92, 14 March 1990, on electing the Parliament and President of Romania.

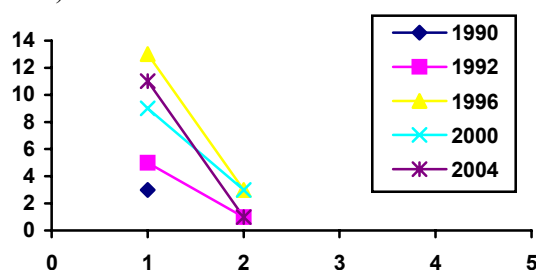
#### 5.4.5.2. Results and interpretations

At the presidential elections, there were present candidates proposed by parties and political formations or independent candidates, the registrations showing an atypical evolution for the patterns of the stable societies, but specific to those in transition. Thus, in the electoral years, when presidential elections were held, 1990, 1992, 1996, 2000 or 2004, the number of candidates to the supreme office in the state, has recorded a justified growth, from 3 candidates (in 1990), representatives of the three political formations, with the quality of political "poles", on one side, the historical parties - PNL and PNȚ-CD -, and on the other side, FSN,

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<sup>40</sup> Ionescu, C., (2002), *Op. cit.*, p. 221.

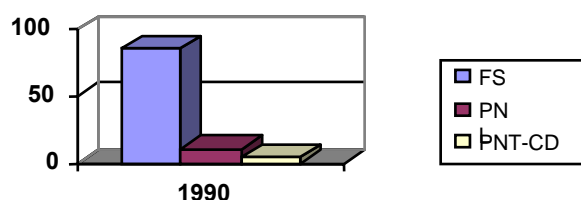
to 5 or 13 candidates (in 1992, respectively, 1996), while the number of independent candidatures oscillates between 1 and 2 candidates, and in one electoral year there were 3 candidates (Chart 5.4.3).



**Chart 5.4.3.** *Evolution of the number of presidential candidatures at the presidential elections in 1990, 1992, 1996, 2000, 2004*

The dynamics of the candidatures and valid votes<sup>41</sup> may be presented in synthesis as follows:

- Electoral year 1: 20 May 1990
  - 3 candidatures on behalf of the parties and political formations<sup>42</sup> (Chart 5.4.4).



**Chart 5.4.4.** *Dynamics of the valid votes at the presidential elections in 1990 for political formations*

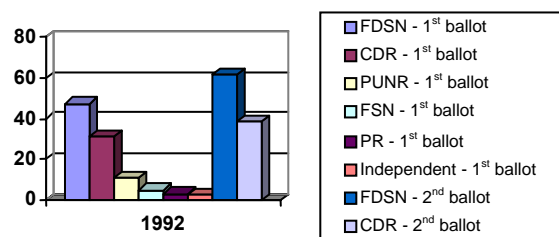
<sup>41</sup> The source of the statistical data is extracted from „Electoral Statistics”, *Parliamentary and presidential elections*, achieved by the National Institute of Statistics in collaboration with the Permanent Electoral Authority, January 2005.

<sup>42</sup> FSN, PNL, PNT-CD.

Ion Iliescu with 85.07% and the political formation FSN won the elections, his counter candidates on behalf of the historical political parties, PNL, respectively Radu Câmpeanu got 10.64% and PNT-CD with Ion Rațiu obtained 4.29%.

- Electoral year 2: 1992
  - *First ballot, 27 September 1992*: 5 candidatures on behalf of the political parties and formations<sup>43</sup> and 1 independent candidature;
  - *Second ballot, 11 October 1992*: 2 candidatures on behalf of the political parties and formations (Chart 5.4.5).

The presidential elections in 1992 start with the registration of an independent candidate (Mircea Druc) on the background of the candidatures registered on behalf of the new created or reorganised political parties and formations, FDSN (Ion Iliescu), CDR (Emil Constantinescu), PUNR (Gheorghe Funar), FSN (Caius Dragomir Iacob) and PR (Ioan Mânzatu); Ion Iliescu won with 43.34% compared with his counter candidate in the second ballot, Emil Constantinescu, who obtained 31.24% valid votes.



**Chart 5.4.5.** *Dynamics of the valid votes at the presidential elections in 1992 for political formations*

- Electoral year 3: 1996
  - *First ballot, 3 November 1996*: 13 candidatures on behalf of the political parties and formations<sup>44</sup> and 3 independent candidatures;

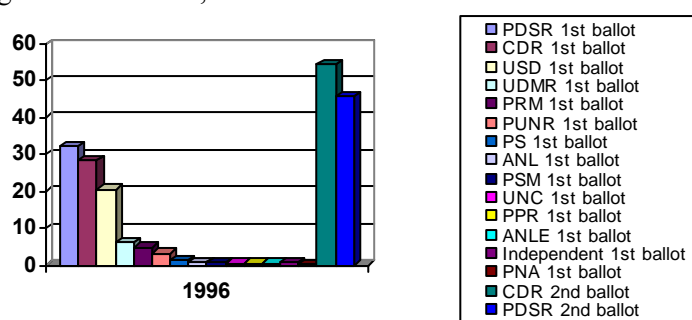
<sup>43</sup> FDSN, CDR, PUNR, FSN, PR.

<sup>44</sup> Social Democrat Pole of Romania - PDSR+ PUR+PSDR, CDR, USD, UDMR, PRM, PUNR, PS, ANL, PSM, UNC, PPR, ANLE, PNA.



– *Second ballot, 17 November 1996*: 2 candidatures on behalf of the political parties and formations (Chart 5.4.6).

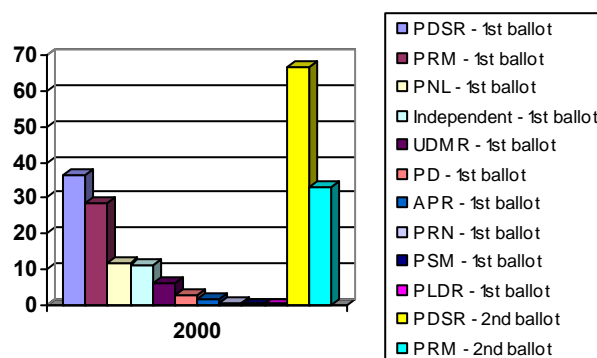
1996 represented the victory year for CDR in the presidential elections, in the second ballot Emil Constantinescu won against Ion Iliescu, with 54.41% valid votes.



**Chart 5.4.6.** *Dynamics of the valid votes at the presidential elections in 1996 for political formations*

- Electoral year 4: 2000
  - *First ballot, 26 November 2000*: 9 candidatures on behalf of the political parties and formations<sup>45</sup> and 3 independent candidatures;
  - *Second ballot, 10 December 2000*: 2 candidatures on behalf of the political parties and formations.

<sup>45</sup> PDSR, PRM, PNL, UDMR, PD, APR, PRN, PSM, PLDR.



**Chart 5.4.7.** *Dynamics of the valid votes at the presidential elections in 2000 for political formations*

In the elections in 2000, PDSR became the most important political force (Chart 5.4.7).

Ion Iliescu won the presidential elections in the second ballot against Corneliu Vadim Tudor, president of Large Romania Party.

▪ Electoral year 5: 2004

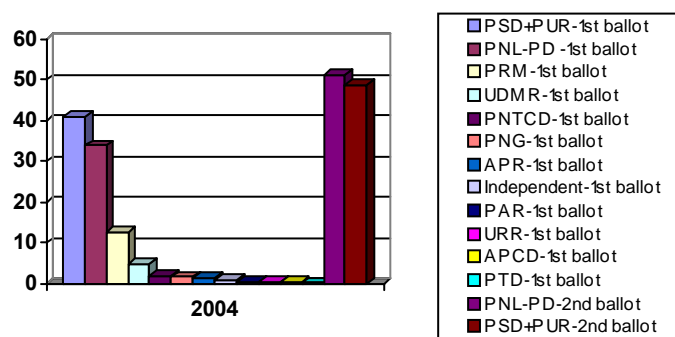
– *First ballot, 28 November 2004:* 11 candidatures on behalf of the political parties and formations<sup>46</sup> and 1 independent candidature;

– *Second ballot, 12 December 2004:* 2 candidatures on behalf of the political parties and formations.

Since 2003, on the Romanian political arena, the trend of political bipolarisation is higher, political alliances are formed, such as “Justice and Truth” Coalition (D.A.), comprising PNL and PD, and the National Union comprising PSD and PUR. This fact determined a powerful confrontation on the political arena, in two ballots where the candidates of the two political alliances, Traian Băsescu, respectively Adrian Năstase had close results in the first

<sup>46</sup> UN (National Union – UN = PSD+PUR), D.A. (“Justice and Truth” Coalition – D.A. = PNL - PD), PRM, UDMR, PNT-CD, PNG, APR, PAP, URR, APCD, PTD.

ballot, 33.92% for the candidate of D.A. Coalition and 40.94% for PSD+PUR candidate, on the background of a significant representation of other political parties (9 parties) and an independent candidate. In the second ballot, the result for validating the candidature of D.A. Coalition was supported by a percentage of 51.23% related to that of PSD+PUR candidate of 48.77%.



**Chart 5.4.8.** *Dynamics of the valid votes at the presidential elections in 2004 for political formations*

Situating the elections in 2004 within an important international political context for Romania, the Report of OSCE Mission<sup>47</sup> (2005: 4) appreciates: "in the same year, Romania became member of North Atlantic Treaty Organisation, the discussions for accession into the European Union (EU) were in an advanced stage, and before the second ballot of the presidential elections, there were concluded the negotiations on technical level between the EU and Romania. At the EU Ministerial Council on 16-17 December 2004, Romania was officially invited to become EU Member State on 1 January 2007."

Analysing the data, we remark candidatures on behalf of political parties and alliances shyly represented in the electoral years, 1990 and 1992 (3, respectively 5 candidatures), their

<sup>47</sup> *Op. cit.*, p. 4.

increase in the elections in 1996 (13 candidatures) and 2004 (11 candidatures) and their decrease in 2000 (9 candidatures). The presidential elections determined the configuration of pre-electoral alliances in 1996, CDR was an alliance comprising 9 organisations, or in 2000, the Social Democrat Pole in Romania comprised PDSR+PSDR+PUR, or post-electoral alliances, confirming the electoral options in 2004, further the trend concerning bipolarisation of the political life in the Romanian space.

At the presidential elections in 2004, it is registered a concentration of votes in a percentage of 70% for the two political formations: National Union (UN) comprising PSD and PUR, and “Justice and Truth” Coalition (DA), comprising PNL and PD, fact proving electorate’s reorientation to the „useful vote” and the trend to balance the Romanian political arena<sup>48</sup>. The analysts assert a new signification for the „vote- sanction”, the electorate is changing its attitude towards the vote, recording an increase of absenteeism, thus proving „a new type of civic competence”.

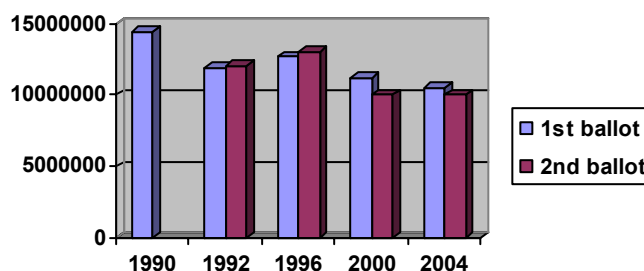
We may appreciate it on one hand, as a phenomenon of maturation and political strengthening, and on the other hand as constraints imposed by the new adopted legislation.

For example, Law no. 69/1992 was modified<sup>49</sup>, increasing the number of supporters for a candidate from 100,000 electors to 300,000 electors. Law no. 370/2004 reduced the number of supporters from 300,000 to 200,000.

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<sup>48</sup> “Pro Democracy” Association, *“Elections at the limit of democracy”*, www.apd.ro, 2005, p.8.

<sup>49</sup> GEO no. 129/2000.



**Chart 5.4.9.** *Dynamics of the valid votes at the **presidential** elections in 1990, 1992, 1996, 2000, 2004<sup>50</sup>*

On the background of a genuine decrease of participation to ballot boxes, recorded in the electoral years: 1990, 1992, 1996, 2000, 2004, we assert a decrease of the number of valid votes from around 14 millions to 10 millions (Chart 5.4.9).

Configuring the map of the results for the presidential elections on development regions in Romania confirms the fact that according to the increase of the total number of electors in the electoral lists, it is registered a decrease of participation to ballot boxes, expressed by valid votes; for example, electoral constituencies in South region, recorded a real decrease (from 19.78% in 1992 to 15.73% at the elections in 2004), the electoral constituencies from the regions of West, North-West or Center recorded a smaller decrease (between 0.5 and 1.76%) (Table 5.4.5). In this context, the explanations are those above-mentioned, those related to migration of labour force to the space outside Romania and non-participation in the ballot boxes.

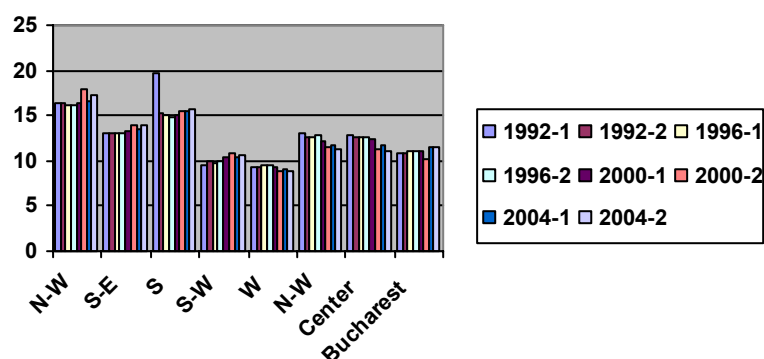
<sup>50</sup> The source of the statistical data is extracted from „Electoral Statistics”, *Parliamentary and presidential elections*, achieved by the National Institute of Statistics in collaboration with the Permanent Electoral Authority, January 2005.

**Evolution of the valid votes [%] at the presidential elections  
on development regions in Romania in the total of the valid votes  
in the country**

**Table 5.4.5**

Development region	1992		1996		2000		2004	
	1st ballot [%]	2nd ballot [%]	1st ballot [%]	2nd ballot [%]	1st ballot [%]	2nd ballot [%]	1st ballot [%]	2nd ballot [%]
North- East	16.38	16.38	16.22	16.17	16.39	17.87	16.52	17.22
South - East	13.12	13.11	13.12	12.99	13.18	13.88	13.54	14.03
South	19.78	15.18	14.97	14.93	15.06	15.53	15.53	15.73
South-West	9.62	10	9.84	9.99	10.34	10.82	10.36	10.53
West	9.3	9.21	9.48	9.52	9.37	8.82	9.02	8.84
North- West	12.99	12.62	12.72	12.74	12.26	11.58	11.76	11.22
Center	12.85	12.7	12.6	12.54	12.43	11.37	11.82	11.09
Bucharest	10.87	10.75	11.06	11.15	10.98	10.09	11.4	11.53

Taking into account this general characteristic, we may remark sensitive increases of participation to ballot boxes, expressed by valid votes (Table 5.4.5 and Chart 5.4.10), such as North-East, South-East or Bucharest regions. Attempting a correlation between the years recording increases of the valid votes, the political party or formation winning through its candidate the presidential elections and the region recording the increases, we remark that generally in these regions, the electorate's option is towards social-democracy (2000 and 2004, Charts 5.4.8 and 5.4.9); they are regions (North-East and South-East) with a powerful representation of the active labour force, especially women and a degree of development, low represented by powerful companies that may ensure jobs for inactive population on the labour market.



**Chart 5.4.10.** Graphical representation of the total number of valid votes (%) at the 8 development regions level in Romania from the total of the votes in the country recorded at the *presidential* elections in 1992, 1996, 2000, 2004 in the 1st and 2nd ballot

At the same time, we remark a greater mobilisation of electorate in the second ballot, since the elections in 2000, confirming a bipolarisation of the Romanian political arena and the electorate's clarification about political options, behaviour that is also characteristic for the parliamentary and local elections in Romania.

#### 5.4.6. General and local elections

##### 5.4.6.1. Legislation: continuity and adaptability

1990 represented for the Parliament of Romania the beginning of the organisation with two chambers, form found in our country during the period between World Wars. „The Parliament is the supreme representative body of the Romanian people and the sole legislative authority of the country” (Title III, Chapter I. art. 58. paragraph (1), Constitution of Romania, 1991). The Parliament exercises the legislative power, expressing „the attitude or empowerment to vote, awarded by the Constitution”<sup>51</sup>.

<sup>51</sup> See Ionescu, C. (2002), „Political regime in Romania”, Ed. All Beck, 2002, pp. 139-212.

Concerning the electoral system, according to the Constitution of Romania, art. 72 paragraph (3), the Parliament should pass organic laws<sup>52</sup>, with the support of the absolute majority of the two Chambers<sup>53</sup>, Chamber of Deputies and Senate. At the same time, the Government has the right to adopt emergency ordinances and other decisions (art. 107 paragraph (1) Constitution of Romania), „aimed to align the political structure to that of EU Member States”<sup>54</sup>.

The Romanian electoral system is situated within the dimensions of the European electoral system, that of *proportional representation* and observes the principle of proportional representation, enabling thus the access of a greater number of political parties into the Parliament.

The parliamentary elections are held on the basis of *list ballot*, being a *proportional electoral system with list ballot* (blocked list). This assumes that the political parties and alliances, the organisations of minorities and independent candidates submitted in each constituency<sup>55</sup> the lists of their own candidates<sup>56</sup>. Based on the *representation norm*<sup>57</sup> the number of *mandates*<sup>58</sup> is

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<sup>52</sup> „The Parliament passes constitutional, organic, and ordinary”, art. 72 paragraph (1), Constitution of Romania.

<sup>53</sup> Decree-Law no. 92/1990 for electing the Parliament and President of Romania, Law no. 68/1992 for electing the Chamber of Deputies and Senate, Law no. 373/2004 for electing the Chamber of Deputies and Senate.

<sup>54</sup> *Op.cit.* p. 5.

<sup>55</sup> The elections were held in 42 separated constituencies. They correspond to 41 counties and Bucharest Municipality

<sup>56</sup> The number of candidates is related to the number of mandates assigned to each electoral constituency.

<sup>57</sup> For the election of the Chamber of Deputies the representation norm is of one Deputy to 70,000 inhabitants, and for the election of the Senate, of one Senator to 160,000 inhabitants. (Art. 3 paragraph (1), Law no. 373/2004 for electing the Chamber of Deputies and Senate).

<sup>58</sup> The number of mandates of Deputies and Senators is calculated by dividing the total number of inhabitants in each constituency to the representation norm (art. 3 paragraph (2) and (3) in Law no. 373/2004), adding a seat of Deputy or Senator for exceeding half of the representation norm.



calculated, allocated to each electoral constituency, depending on the number of inhabitants with residence in that area.

The political parties and alliances, the organisations of minorities and independent candidates obtain the mandates of Deputy and Senator, if they comply with the *electoral coefficient*<sup>59</sup> (calculated with Hare formula). Quoting Law no. 373/2004, the votes that are „not used” for each party during the stage of assigning mandates are summed at national level and are used to allocate mandates that were not assigned in the first stage (d’Hondt formula is used).

The parliamentary elections were held on the basis of laws adopted, with transitory feature, Decree-Law no. 92/1990 for the elections in 1990 or stable feature, accepting „adaptability” as a permanent condition for the legislative system, necessary for change, whenever required by the organisation and holding of parliamentary elections – Law no. 68/1992 or Law no. 373/2004.

*The adaptability of the legislative system*, specific for the parliamentary elections (Table 5.4.6) was confirmed by amendments to Law no. 68/1992 for electing the Chamber of Deputies and Senate: Law no. 115/1996 for the elections in the electoral year 1996 and Emergency Ordinances no. 63/2000 and no. 154/2000 for the elections in the electoral year 2000.

#### **Legislative framework for parliamentary elections in Romania**

Table 5.4.6

No.	Law	Contents
1.	Constitution of Romania, 1991 Constitution of Romania, 2003 (revised)	
2.	Decree-Law no. 92/1990	For electing the Parliament and President of Romania
3.	Law no. 68/1992	For electing the Chamber of Deputies and Senate
4.	Law no. 373/2004	For electing the Chamber of Deputies and Senate

<sup>59</sup> The electoral coefficient is established by dividing the total number of valid votes at the number of mandates assigned to the respective constituency (see Law no. 373/2004).

The law was conceived during a period of economic, social and political transition, characterised by an increase of the number of political parties and formations, set up of alliances, lack of political maturation both for elected officials and electorate, ideological instability, immature political culture, demonstrated by politicians' migration depending on their interests, political and electoral situation of the moment.

We mention the establishment of the new principles and legal provisions for democratic election of the Parliament and President of Romania (Decree-Law no. 92/1990), the adoption of Law no. 68/1992 for electing the Chamber of Deputies and Senate, law whose partial content was undertaken by Law no. 373/2004 on parliamentary elections, mentioning: polling, representation norm, electoral facilities for citizens organisations belonging to electoral minorities, using the voter's card etc.

In the second electoral year, 1992, we introduce a new criterion that will impose the access into the Parliament by obtaining a certain percentage from the total of the valid votes at national level. The criterion *electoral threshold* introduced by Law no. 68/1992 on elections for Chamber of Deputies and Senate reaches 3%, level valid for the electoral years 1992 and 1996. Starting with the elections in the electoral year 2000, for a political party the electoral threshold is 5% from the total of the valid votes and for political<sup>60</sup> and electoral<sup>61</sup> alliances the threshold is minimum 8% and maximum 10%<sup>62</sup>, imposed by Government Emergency Ordinance no. 129/2000.

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<sup>60</sup> The political alliance represents the form of association of two or more parties, based on a protocol of association, stipulated by Law on political parties no. 14/2003.

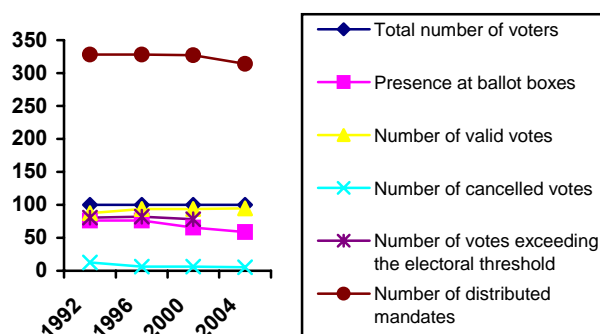
<sup>61</sup> The electoral alliance represents the form of association of political parties and alliances with pre-determined electoral purpose: participation to electing public authorities. See Ionescu, C., 2004.

<sup>62</sup> The political and electoral alliances should meet a greater electoral threshold, respectively the percentage of 5%, adding 3% for the second party and 1% for each other party, without exceeding 10%.

5.4.6.2. Results<sup>63</sup> and interpretations

Taking into account the domination of the new identity of the power installed after 1989, the electorate presence at ballot boxes in the general elections from the spring of 1990 recorded the greatest value (76.29% from the total of voters) in comparison with presence in the next years at the ballot boxes, i.e 1996 (76.01%), 2000 (65.31%) or 2004 (58.51%), thus demonstrating the development of a new type of civic competence (Charts 5.4.11 and 5.4.12).

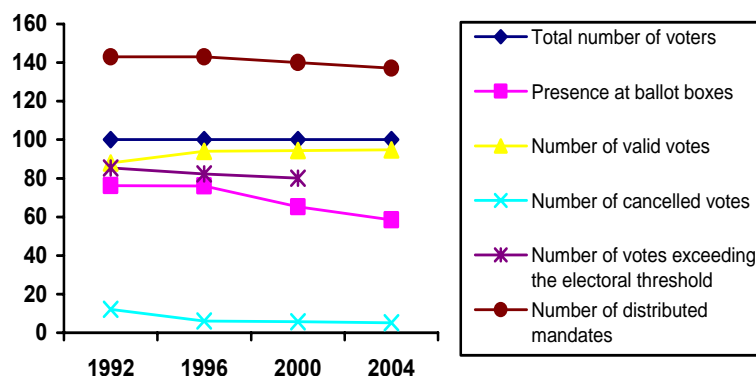
We may appreciate the absenteeism as a new electorate's attitude or as stated by analysts, „the means to disapprove the political class, expressing the profound feeling of helplessness and indifference”<sup>64</sup>.



**Chart 5.4.11.** Dynamics of the valid votes at the elections for Chamber of Deputies obtained by the candidates who exceeded the electoral threshold depending on the variables: voters' presence at ballot boxes, valid votes, cancelled votes

<sup>63</sup> The source of the statistical data is extracted from „Electoral Statistics”, *Parliamentary and presidential elections*, achieved by the National Institute of Statistics in collaboration with the Permanent Electoral Authority, January 2005.

<sup>64</sup> Local elections, 2004, Report, “Pro Democracy” Association, p. 18, [www.apd.ro](http://www.apd.ro)



**Chart 5.4.12.** *Dynamics of the valid votes at the elections for Senate in 1992, 1996, 2000 and 2004, obtained by the candidates who exceeded the electoral threshold depending on the variables: voters' presence at ballot boxes, valid votes, cancelled votes*

Attempting an interpretation on participation to ballot boxes and the results in electoral years 1992, 1996, 2000, 2004 and turning into account the correlations between some criteria of segmentation and independent variables, we find out the following aspects:

- *By residence environment, age, sex and profession* at the level of the 8 development regions, we record a great presence of electorate at ballot boxes in the regions of North-East and South (Table 5.4.7), regions characterised by counties with great natural growth, high percentage of the population employed in agriculture and forestry, low weight of urban population, youth and population employed in industry and services. Correlating with the results of presidential elections in 1990 and 1992, when the winning candidate of elections, Ion Iliescu registered votes of over 90% in historical regions – Dobrogea, Moldova, Muntenia, Oltenia –, namely the votes of majority of each professional category, being less preferred by pupils and students, with an women-based electorate, with a greater weight of the voters of medium age

(35-64 years old) related to the electorate of the other candidates and representatives of those between 18-34 years old, we remark a similar profile for the electorate's option in the parliamentary and local elections, demonstrating that the electorate had a unitary image about the candidate to presidency and the political parties for general and local elections.

**Dynamics of the valid votes, structured by residence environment**

Table 5.4.7

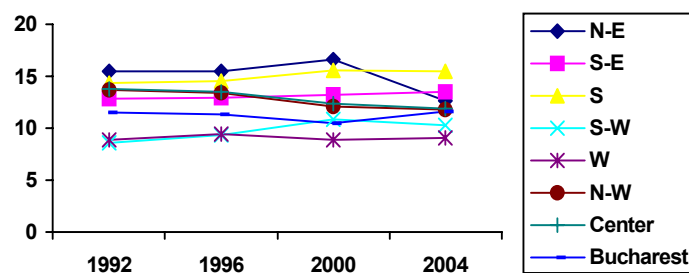
No.	Development Region	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	North- East	15.47	15.78	15.48	15.71	16.62	16.60	12.60	16.41
2.	South - East	12.79	12.96	12.96	13.15	13.17	11.02	13.51	13.55
3.	South	14.34	14.50	14.57	14.05	15.58	15.50	15.46	15.47
4.	South-West	8.55	9.47	9.32	9.06	10.84	10.71	10.30	10.31
5.	West	8.91	9.05	9.47	9.47	8.84	8.84	9.05	9.05
6.	North- West	13.69	13.30	13.36	13.42	12.12	12.05	11.79	11.79
7.	Center	13.74	13.35	13.52	13.46	12.36	12.65	11.86	11.84
8.	Bucharest	11.52	11.63	11.30	11.70	10.49	10.53	11.60	11.57

▪ On the background of the results for elections there are emphasised for each electoral cycle significant differences of the weight of votes, namely we remark the decrease of the weight of percentages obtained by political parties, new entered into the Romanian political arena after 1989 related to the historical parties – PNL and PNT-CD, in the development regions for the parliamentary elections (Charts 5.4.13 and 5.4.14), while passing from the rural to the urban environment, from small towns to large towns.

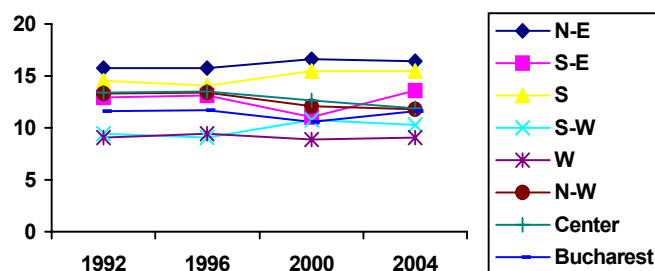
▪ Some papers<sup>65</sup> reveal the idea about delimitation of some „spaces” at the family level as traditional ones concerning the political options, related to the modern ones, showing „the relative homogenisation of the electoral preferences”.

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<sup>65</sup> *Op.cit.* 1, p.42.



**Chart 5.4.13.** *Development of the valid votes obtained at the elections for Chamber of Deputies at the level of the development regions in the elections in 1992, 1996, 2000 and 2004*



**Chart 5.4.14.** *Development of the valid votes obtained at the elections for Senate at the level of the development regions in the elections in 1992, 1996, 2000 and 2004*

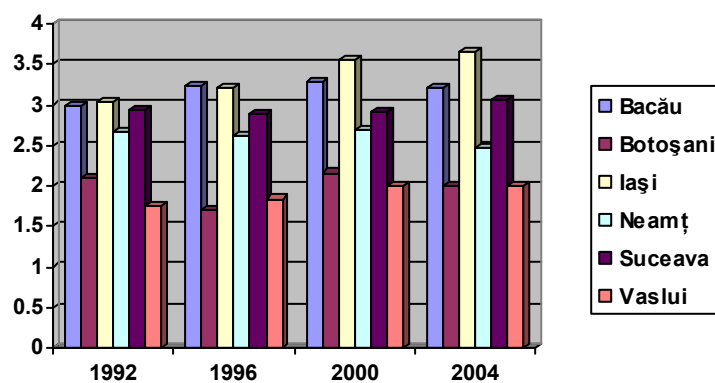
■ Analysing the distribution of the valid votes in the 8 development regions, on county electoral constituencies (Tables 5.4.8 – 16) we distinguish the target groups for the candidate parties, behaving as some elements specific for market-type mechanisms, such as demand and offer, demand on behalf of the electorate and offer of the political parties through the proposed candidates. Thus, in the development regions of North-East, South-

East, South, South-West, the social-democrat political formations represent the preference of an electorate living in rural areas or with social problems above the average on the country. The electorate in the regions: West and Bucharest Municipality expresses option for the electoral platforms of historical political parties or their political formations.

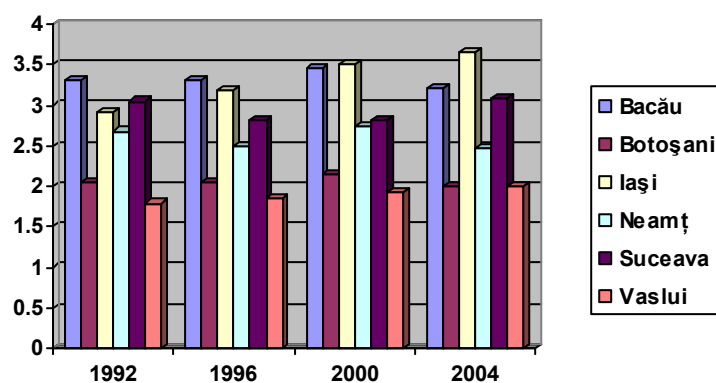
#### North-East Development Region

Table 5.4.8

No.	Electoral constituency	27 Sept.1992		3 Nov.1996		26 Nov.2000		28 Nov.2004	
		CD	S	CD	S	CD	S	CD	S
1.	Bacău	2.98	3.31	3.23	3.31	3.29	3.46	3.20	3.20
2.	Botoşani	2.09	2.04	1.70	2.05	2.16	2.14	2.00	1.99
3.	Iaşi	3.03	2.91	3.22	3.19	3.55	3.51	3.65	3.65
4.	Neamţ	2.67	2.68	2.61	2.50	2.70	2.74	2.48	2.48
5.	Suceava	2.95	3.05	2.88	2.81	2.92	2.82	3.07	3.08
6.	Vaslui	1.75	1.79	1.84	1.85	2.00	1.93	2.01	2.01
	Total	15.47	15.78	15.48	15.71	16.62	16.60	12.60	16.41



**Chart 5.4.15.** Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in the North-East Development Region for the elections in 1992, 1996, 2000 and 2004



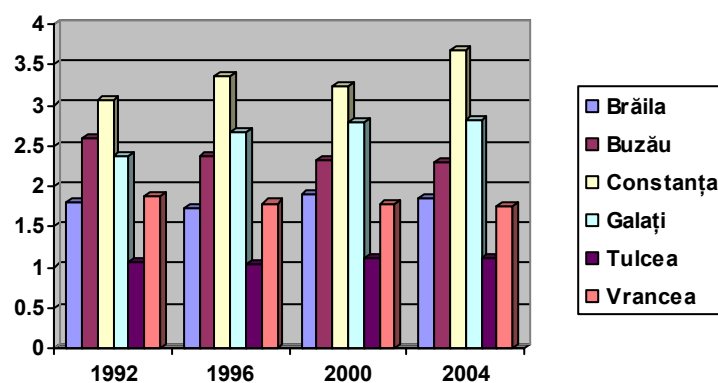
**Chart 5.4.16.** *Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in the North-East Development Region for the elections in 1992, 1996, 2000 and 2004*

**South-East Development Region**

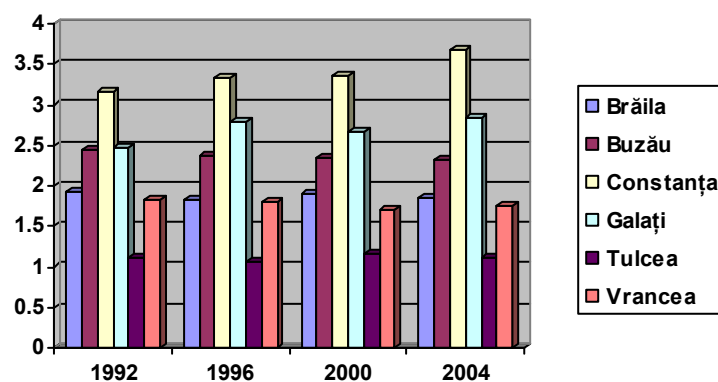
Table 5.4.9

No.	Electoral constituency	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	Brăila	1.81	1.92	1.74	1.82	1.91	1.91	1.84	1.84
2.	Buzău	2.60	2.45	2.38	2.36	2.33	2.34	2.30	2.31
3.	Constanța	3.07	3.17	3.35	3.33	3.24	3.36	3.69	3.69
4.	Galați	2.36	2.47	2.67	2.79	2.80	2.66	2.82	2.83
5.	Tulcea	1.07	1.12	1.03	1.05	1.12	1.16	1.11	1.12
6.	Vrancea	1.88	1.83	1.79	1.80	1.77	1.70	1.75	1.76
	Total	12.79	12.96	12.96	13.15	13.17	11.02	13.51	13.55





**Chart 5.4.17.** *Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in the South-East Development Region for the elections in 1992, 1996, 2000 and 2004*

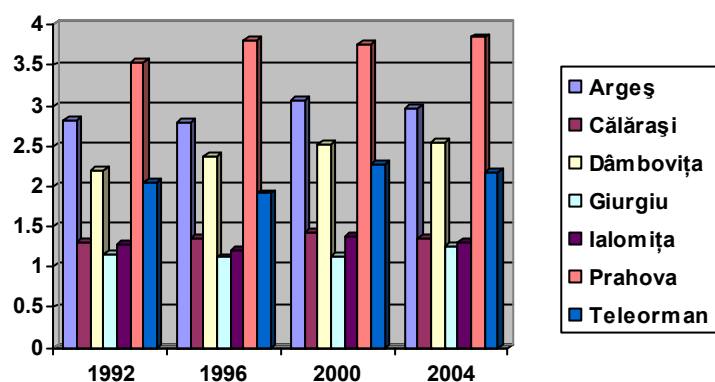


**Chart 5.4.18.** *Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in the South-East Development Region for the elections in 1992, 1996, 2000 and 2004*

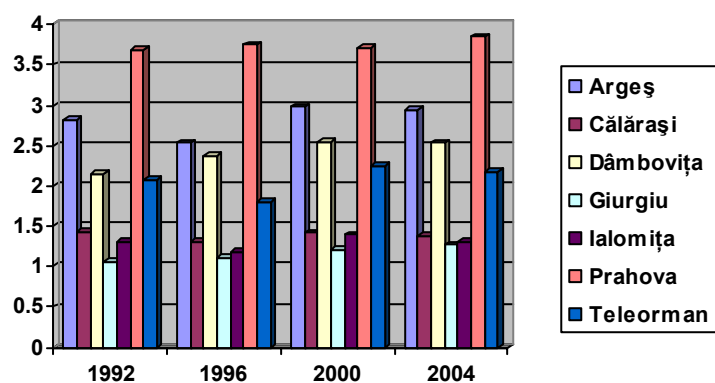
## South Development Region

Table 5.4.10

No.	Electoral constituency	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	Argeş	2.81	2.81	2.80	2.53	3.07	2.98	2.96	2.95
2.	Călăraşi	1.31	1.43	1.35	1.31	1.43	1.42	1.36	1.38
3.	Dâmboviţa	2.19	2.14	2.37	2.38	2.52	2.55	2.55	2.53
4.	Giurgiu	1.16	1.06	1.12	1.10	1.14	1.21	1.26	1.27
5.	Ialomiţa	1.28	1.31	1.21	1.18	1.38	1.39	1.31	1.31
6.	Prahova	3.54	3.68	3.81	3.75	3.76	3.71	3.85	3.85
7.	Teleorman	2.05	2.07	1.91	1.80	2.28	2.24	2.17	2.18
	Total	14.34	14.50	14.57	14.05	15.58	15.50	15.46	15.47



**Chart 5.4.19.** Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in the South Development Region for the elections in 1992, 1996, 2000 and 2004

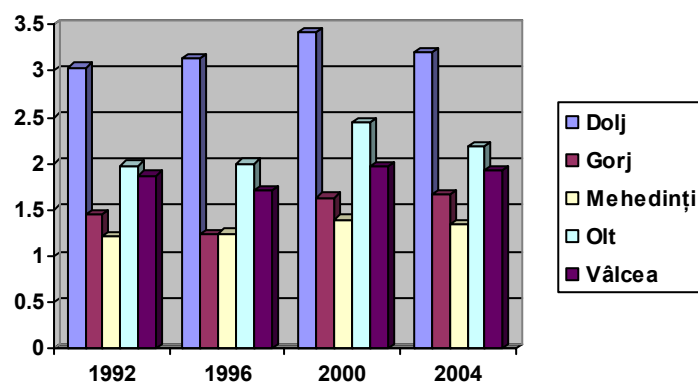


**Chart 5.4.20.** *Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in the South Development Region for the elections in 1992, 1996, 2000 and 2004*

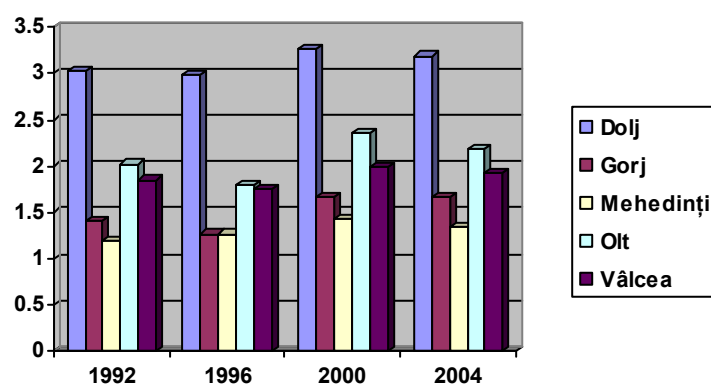
#### South-West Development Region

Table 5.4.11

No.	Electoral constituency	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	Dolj	3.04	3.02	3.14	2.99	3.41	3.27	3.20	3.19
2.	Gorj	1.45	1.40	1.23	1.26	1.63	1.67	1.66	1.67
3.	Mehedinți	1.21	1.18	1.24	1.26	1.39	1.42	1.34	1.34
4.	Olt	1.98	2.02	2.00	1.80	2.45	2.36	2.18	2.18
5.	Vâlcea	1.87	1.85	1.71	1.75	1.96	1.99	1.92	1.93
	Total	8.55	9.47	9.32	9.06	10.84	10.71	10.30	10.31



**Chart 5.4.21.** Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in the South-West Development Region for the elections in 1992, 1996, 2000 and 2004



**Chart 5.4.22.** Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in the South-West Development Region for the elections in 1992, 1996, 2000 and 2004

▪ Maintaining an electorate that is segmented, represented by the Hungarian population (around 1.5 million, representing about 7% from the total of the population), most of the voters coming from two county electoral constituencies, Covasna and Harghita, with the residence especially in Transylvania and Banat. Beyond this electorate, there are the national minorities, recognised to have the right to parliamentary representation, situated geographically in Center, West and North-West of our country, recording a good presence at the ballot boxes, expressed also by the development of the valid votes (Tables 5.4.12,13,14 and the related Charts). The organisations of the national minorities at the last elections registered 28, expressing greater trust in the electoral process than some political parties.

▪ Roma minority (approximately 535,250 members) was represented in the Parliament since 1992, fact leading to the conclusion that they have an electorate, well segmented, distributed geographically on the whole territory of the country. In fact, this is not the reality, as part of the electorate of Roma population is voting other political parties and formations than those belonging to them (at the elections in 2004, two organisations of Roma persons registered lists of PRSD and AUR candidates); the Roma persons' presence at ballot boxes is smaller than the national average, expressing a lack of understanding the electoral process.

#### West Development Region

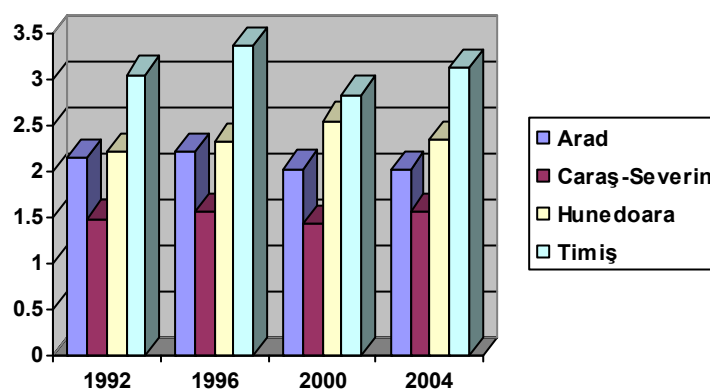
Table 5.4.12

No.	Electoral constituency	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	Arad	2.15	2.08	2.22	2.23	2.03	1.99	2.02	2.02
2.	Caraş-Severin	1.49	1.56	1.56	1.60	1.43	1.46	1.56	1.57
3.	Hunedoara	2.22	2.34	2.33	2.48	2.55	2.61	2.34	2.34
4.	Timiş	3.05	3.07	3.36	3.16	2.83	2.78	3.13	3.12
	Total	8.91	9.05	9.47	9.47	8.84	8.84	9.05	9.05

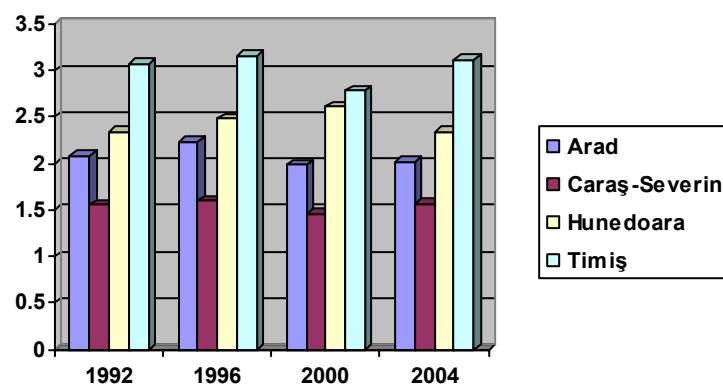
▪ Analysing the representation of political parties in Parliament (Table 5.4.16) and trying a delimitation of electorate's behaviour in Romania at the elections during the period 1990-

2004, the image shows a trend for simplification of the political spectrum, focused on two political formations: PDSR and CDR - moment 1992 or, moment 2004 – coalitions: D.A. and UN, so we remark political bipolarisation and relative balance of the political arena, based on an obvious instability of the presence at ballot boxes at the level of development regions.

▪ The electorate in the West development region in all electoral constituencies recorded an increase of the presence at ballot boxes in the electoral year 1996 (Table 5.4.12), expressing the option for CDR, that wins the elections. At the same time, CDR identifies its electorate in the West and North-West regions of development (Charts 5.4.25, 5.4.26), (the latter mentioned region presenting a decrease of electorate's presence at ballot boxes from 13.69% to 11.79% at the last elections (Table 5.4.13)), entering in the territorial competition for attracting voters with PUNR for Cluj county, with UDMR for Satu- Mare county and independent candidates for Caraş-Severin county.



**Chart 5.4.23.** *Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in the West Development Region for the elections in 1992, 1996, 2000 and 2004*

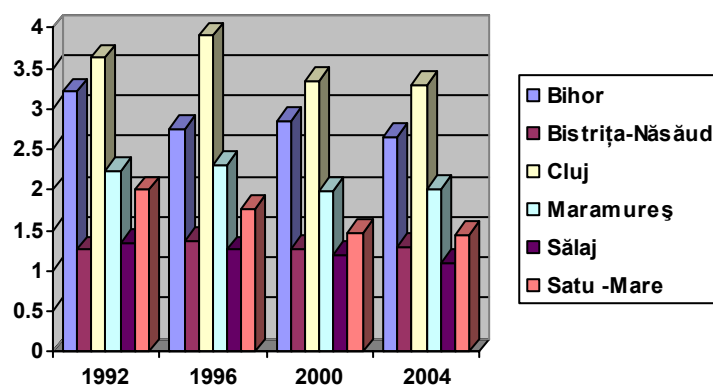


**Chart 5.4.24.** *Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in the West Development Region for the elections in 1992, 1996, 2000 and 2004*

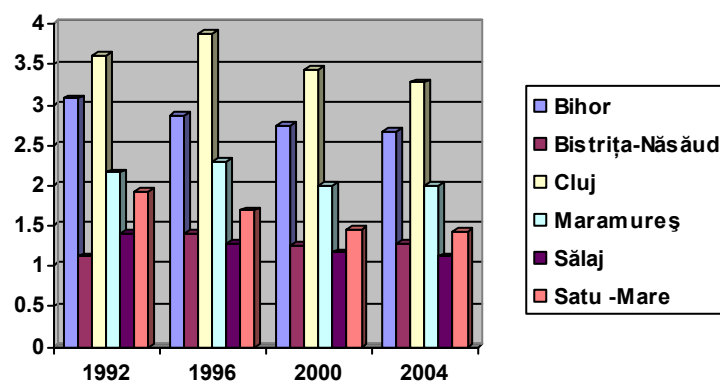
#### North-West Development Region

Table 5.4.13

No.	Electoral constituency	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	Bihor	3.21	3.08	2.75	2.87	2.85	2.74	2.66	2.66
2.	Bistrița-Năsăud	1.26	1.12	1.38	1.40	1.28	1.26	1.29	1.29
3.	Cluj	3.63	3.62	3.90	3.88	3.34	3.43	3.29	3.28
4.	Maramureș	2.24	2.16	2.31	2.30	1.99	2.00	2.01	2.01
5.	Sălaj	1.35	1.40	1.26	1.28	1.19	1.17	1.10	1.12
6.	Satu -Mare	2.00	1.92	1.76	1.69	1.47	1.45	1.44	1.43
	Total	13.69	13.30	13.36	13.42	12.12	12.05	11.79	11.79



**Chart 5.4.25.** Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in the North-West Development Region for the elections in 1992, 1996, 2000 and 2004



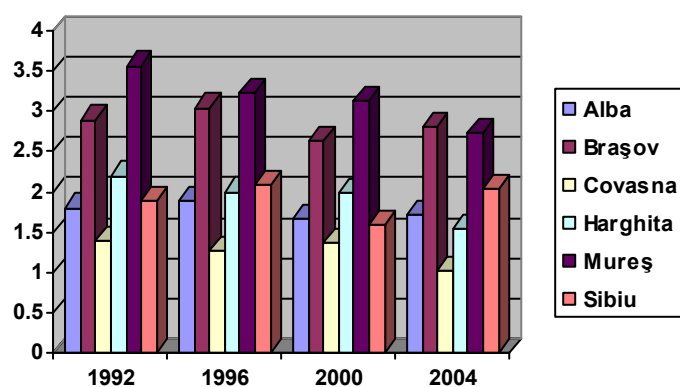
**Chart 5.4.26.** Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in the North-West Development Region for the elections in 1992, 1996, 2000 and 2004



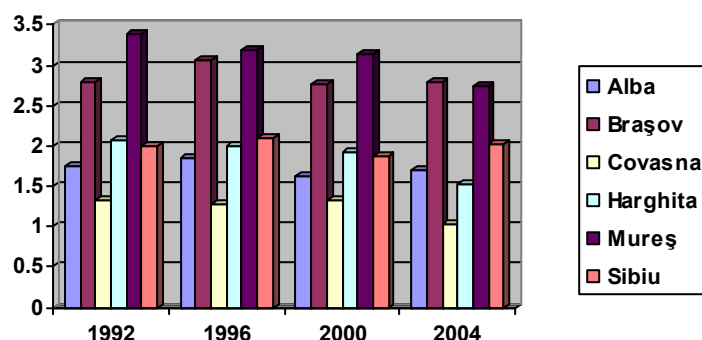
**Center Development Region**

Table 5.4.14

No.	Electoral constituency	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	Alba	1.80	1.76	1.89	1.84	1.66	1.62	1.72	1.71
2.	Braşov	2.89	2.80	3.04	3.07	2.63	2.76	2.80	2.79
3.	Covasna	1.40	1.33	1.28	1.27	1.37	1.33	1.03	1.03
4.	Harghita	2.20	2.08	2.00	2.00	1.99	1.93	1.54	1.53
5.	Mureş	3.56	3.38	3.22	3.19	3.12	3.14	2.73	2.75
6.	Sibiu	1.89	2.00	2.09	2.09	1.59	1.87	2.04	2.03
	Total	13.74	13.35	13.52	13.46	12.36	12.65	11.86	11.84



**Chart 5.4.27.** Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in the Center Development Region for the elections in 1992, 1996, 2000 and 2004



**Chart 5.4.28.** *Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in the Center Development Region for the elections in 1992, 1996, 2000 and 2004*

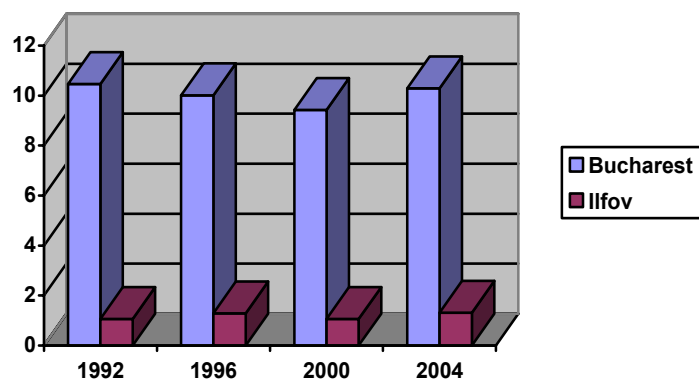
■ At the same time, at the local elections we should make the distinction between the individual candidate, where the person is voted - see the candidatures of mayors, local and county councillor candidates, where the list of the political party is voted. The local elections emphasise the lowest participation, decreasing since 1992, when in Romania „it started a trend of decreasing the interest towards the local elections”<sup>66</sup> until those held in 2004. On the general background of absenteeism at local elections, it is confirmed the fact that they represent a test for parliamentary elections, reflecting a possible configuration of the general and presidential results, their results influencing the position or re-position of the areas with political power and influence (see the development of the valid votes for the Chamber of Deputies and Senate both in the counties forming the development regions – Tables 5.4.8-14, inside a region and between the development regions, Table 5.4.7 and the results of the political parties in the electoral years – Table 5.4.16).

<sup>66</sup> To read also the Report of „Pro Democracy” Association, „Electoral elections, 2004”, [www.apd.ro](http://www.apd.ro)

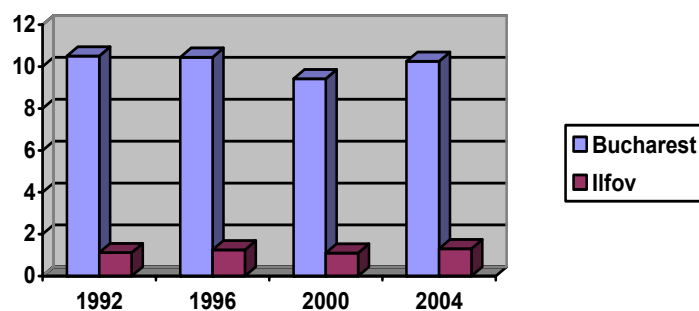
**Bucharest Development Region**

Table 5.4.15

No.	Electoral constituency	27 Sept. 1992		3 Nov. 1996		26 Nov. 2000		28 Nov. 2004	
		CD	S	CD	S	CD	S	CD	S
1.	Bucharest Municipality	10.46	10.51	10.01	10.45	9.43	9.43	10.29	10.26
2.	Ilfov	1.06	1.12	1.29	1.25	1.06	1.10	1.31	1.31
	Total	11.52	11.63	11.30	11.70	10.49	10.53	11.60	11.57



**Chart 5.4.29.** Development of the valid votes obtained at the elections for Chamber of Deputies at the level of electoral constituencies in Bucharest Development Region for the elections in 1992, 1996, 2000 and 2004



**Chart 5.4.30.** Development of the valid votes obtained at the elections for Senate at the level of electoral constituencies in Bucharest Development Region for the elections in 1992, 1996, 2000 and 2004

**Political configuration of the Parliament**

Table 5.4.16

Electoral year	Political party	Chamber of Deputies [%]	Senate [%]
1990	FSN	66.41	76.47
	UDMR	7.32	10.08
	PNL	7.32	8.4
	MER	3.03	0.84
	PNT-CD	3.03	0.84
	AUR	2.27	1.68
	PDAR	2.27	0
	PER	2.02	0.84
	PSD	1.27	0
	Others	5.06	0.85
	FDSN	27.7	28.3
1992	CDR	20	20.2
	FSN	10.2	10.4
	PUNR	7.7	8.1
	UDMR	7.5	7.6
	PRM	3.9	3.8
	PSM	3	3.2
	PDAR	-	3.3
	Ethnical minorities	1.4	-
	CDR	30.17	30.70
	PDSR	21.52	23.08
1996	USD	12.93	13.16
	UDMR	6.64	6.82
	PRM	4.46	4.54
	PUNR	4.36	4.22
	Others	19.92	17.48
	PDSR	36.61	37.09
	PRM	19.48	21.01
	PD	7.03	7.58
2000	PNL	6.89	7.48
	UDMR	6.80	6.90
	Others	23.18	19.94
	UN (PSD+PUR)	36.80	37.17
	D.A. (PNL-PD)	31.49	31.81
	PRM	12.99	13.65
2004	UDMR	6.20	6.23
	Others	12.97	11.14

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- [13] Emergency Government Ordinance no. 129/2000

# List of abbreviations

PNL	National Liberal Party
PNT-CD	Christian Democrat National Peasants Party
PSDR	Romanian Social Democratic Party
FSN	National Salvation Front
UDMR	Hungarian Democratic Union of Romania
CDR	Democratic Convention of Romania
FDSN	Democratic National Salvation Front
Social Democrat Pole of Romania (PDSR+ PUR+PSDR)	
PDSR	Romanian Party of Social Democracy
PUR	Romanian Humanist Party
PUNR	Romanian National Unity Party
PRM	Large Romania Party
PSM	Labour Socialist Party
USD	Democratic Social Union
PSD	Romanian Socialist Democratic Party
D.A. Coalition	“Justice and Truth” Coalition (PNL-PD)
PD	Democratic Party
PC	Conservative Party
PS	Socialist Party
CPUN	Provisional Council of National Union
PR	Republican Party
PPR	Party of Pensioners of Romania
ANL	Liberal National Alliance
UNC	Center National Union
ANLE	Ecological Liberal National Alliance
PNA	Motorists National Party
APR	Alliance for Romania
PRN	National Reconciliation's Party
PLDR	Romanian Liberal Democratic Party

UN	National Union (PSD+PUR)
PNG	New Generation Party
PAP	Popular Action Party
PTD	Youth Democratic Party
URR	Union for Romanian Reconstruction
APCD	Christian Democrat Popular Alliance
PRSD	Social Democrat Party of Romania
AUR	Alliance for Romanian Unity
MER	Romanian Ecological Movement
PER	Romanian Ecological Party
PDAR	Agrarian Democratic Party of Romania





